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## Social Security in Review

TO PROVIDE TEMPORARY IMMEDIATE AID to civilians, pending the development of adequate legislation, Paul V. McNutt, as Federal Security Administrator, was asked by the President on February 6 "to assume responsibility for providing temporary aid necessitated by enemy action to civilians, other than enemy aliens, residing in the United States: (1) who are disabled; or (2) who are dependents of civilians who are killed, disabled, interned, or reported as missing; or (3) who are otherwise in need of assistance or services. This aid may take the form of cash allowances or temporary provision for hospitalization, medical care, food, shelter, clothing, and transportation. It is not intended that such aid should cover civil or other personnel of the Federal Government, for whom other provisions are contemplated." The sum of \$5 million was made available from the Emergency Fund for the President for all necessary expenses in carrying out the activities specified.

"Numerous proposals covering various parts of this problem have already been made," the President added, "and others are being developed. I have asked the Bureau of the Budget to give particular attention to the coordination and recommendation of legislation required because of enemy action which necessitates aid to the civilian population. I should therefore like you to continue to keep in close touch with the Bureau of the Budget so that all proposals can be considered in the submission of over-all legislation."

Pending the enactment of such legislation, temporary aid is being administered by the Bureau of Old-Age and Survivors Insurance to certain dependents in the United States of civilians (other than enemy aliens) who have been killed or totally disabled or are missing or detained as the result of enemy action outside the continental United States. The first claims under consideration are for the dependents of civilian workmen engaged in the construction of military and naval air bases on Wake, Guam, and the Philippine Islands.

The first payments to eligible claimants were made for March. Payments are related to the monthly earnings of the person affected by enemy action. Benefits vary from \$20 a month for one child to a maximum of \$85 for a family unit. Benefits are available to wives, widows, children, and parents who were mainly dependent on the individual affected by enemy action. The sum of \$750,000, allocated to the Board by the Administrator from the \$5 million made available by the President, will be used in providing the monthly payments.

An allocation of \$500,000 was made from the same emergency fund to the Public Health Service for temporary provision for hospitalization and medical care of the civilians affected by enemy action. No part of the allocation is to be used for administrative costs. The Public Health Service is authorized to utilize existing Federal hospitals when available, hospitals under contract with the Public Health Service and such other civilian hospitals as may be needed; to obtain all necessary medical, nursing and other temporary care; and to pay burial costs. In a letter to the Surgeon General, dated February 25, the Administrator pointed out that, since the Social Security Board and the Public Health Service would be dealing with the same individuals, "the closest possible cooperation should be developed between the two agencies especially at the points of service. Specifically, representatives of either agency in an emergency and in the absence of a representative from the other agency may give temporary authorization for medical or other aid contemplated under the President's order."

THE OFFICE OF DEFENSE HEALTH AND WELFARE SERVICES and the Office of Civilian Defense clarified the relationships of the two offices in a formal statement released in February. The Office of Civilian Defense is to serve as the general center for coordinating Federal civilian defense activities

which involve relationships between the Federal Government and State and local governments. In addition to this function, the Office of Civilian Defense will assist in establishing or reorganizing State and local defense councils, will sponsor and encourage the creation of effective community organization, and will organize volunteer services. The Office of Defense Health and Welfare Services has direct administrative responsibility for coordinating the health and welfare services of the Federal Government and other public and private agencies to meet State and local community needs arising from the defense program.

In developing the substantive programs for community action in its fields of responsibility, the Office of Defense Health and Welfare Services will call on the Office of Civilian Defense for necessary volunteer participants; in dealing with State and local defense councils it will operate through the Office of Civilian Defense, and will cooperate in fitting its health and welfare services into a general plan of civilian defense. The Office of Civilian Defense, in turn, will work through the Office of Defense Health and Welfare Services, rather than with individual Federal or national private agencies, in carrying on its relationships in the fields of health and welfare services, and will recommend representation, on State and local defense councils, of official State and local agencies responsible for operating health and welfare programs.

**REMOVAL AND RESETTLEMENT** of enemy aliens and their dependents from certain prohibited areas on the West Coast was made the responsibility of the Federal Security Agency and the Office of Defense Health and Welfare Services, at the request of the Department of Justice, Mr. McNutt announced in February. The aliens transferred will be under the surveillance of Federal authorities, and the public funds spent in their removal will be Federal funds.

Removal will not mean internment, since enemy aliens known to be dangerous or inimical to this country's interest have already been apprehended. "Many of the aliens affected by these plans," Mr. McNutt said, "are now performing services which contribute directly to the success of our American war effort. The proper reestablishment of these dislocated aliens is important to certain types of labor supply and to the maintenance of our agri-

cultural output. For these reasons it is in the interest of the United States that this operation be carried out with the smallest possible loss of human resources."

**WORKERS WITH SKILLS IN OCCUPATIONS** in which there is an undersupply of labor are being referred by public employment offices to employers engaged in war production before requests are filled for workers in civilian production, the Federal Security Administrator announced on March 5. "In areas where lack of skilled workers is most acute," Mr. McNutt said, "preferences may have to be granted even as between holders of priority ratings, and, if so, will follow the priority ratings assigned them by the War Production Board." The policy allows for exceptions in particular cases—as for skilled workers at Army and Navy civilian establishments outside the continental United States—when such exceptions will promote war production.

**AN OCCUPATIONAL INVENTORY** of the country's manpower was started in March by the United States Employment Service, in cooperation with the Selective Service System. The information on skills necessary for war production will be assembled from a special occupational form to be included in a more comprehensive questionnaire which the Selective Service System will send to all men between 20 and 44 years of age who registered on February 16. Later the same questionnaire will be sent to other men between the ages of 18 and 64—those who have already registered for selective service and those who still have to register. With the completion of the total inventory, the Employment Service will have information about the major and secondary occupational skills of 40 million men, for any one of 20,000 jobs and especially for a selected list of 225 occupations which are vital to war production. The information obtained for the workers will supplement the reports on present and anticipated labor needs which the Employment Service has been receiving regularly from 12,000 employers engaged in war production, and will help to show where the workers with needed skills are to be found.

**A DIRECT MOVE** to safeguard young workers who may be called upon in some areas to help in crop harvesting was made in a statement of national

policy issued in February by the Children's Bureau, the Department of Agriculture, the Office of Education, and the United States Employment Service. The statement urged that all plans involving the use of young people on the farms should be developed as part of broad programs based on consideration of all available sources of labor and the wages and working conditions offered to adults.

The statement further recommended that State departments of education, labor, and agriculture participate in the development of policies and the possible modification of school programs, and that proposals for employment of young workers during normal school terms be approved only after the Farm Placement Service of the United States Employment Service has declared that the anticipated need for labor cannot be filled by older persons who live in the community or within a reasonable distance.

"Young workers," the statement declared, "should be placed in agricultural work only where their health and welfare are safeguarded through reasonable hours of work; equitable wages at not less than established prevailing rates; safe and suitable transportation where needed; and for those living away from home to be near their work, provision of fully adequate housing accommodations, supervision, and leisure-time activities."

INCREASED USE OF PHYSICALLY HANDICAPPED individuals to meet the need for several million additional workers in defense industries was urged by the Administrator in a letter in February to the State Governors. Mr. McNutt estimated that there were several hundred thousand physically handicapped persons who are already qualified for defense jobs or who can be trained for such work, and added, "At the direction of the President, the Federal Security Agency is now working out plans for expanding the vocational rehabilitation program.

"In the meanwhile," the letter continued, "I believe that under the existing Federal-State programs for vocational rehabilitation much can be done in expediting and intensifying our present activity with respect to the rehabilitation and training of many handicapped persons. This will involve the broadening of the training activities now carried on as part of the State rehabilitation

programs; speeding up the pace of present vocational rehabilitation activities; encouraging industry to accept larger numbers of handicapped persons who are qualified for work; and developing more effective relationships between the State vocational rehabilitation services and the offices of the United States Employment Service in the placement of handicapped workers."

THE UNITED STATES EMPLOYMENT SERVICE and the Civil Service Commission issued early in March a joint statement of policy governing relations between the two agencies in recruiting workers for the Federal Government. The statement is based on the premise that the Civil Service Commission has primary responsibility for recruiting such workers, and that, conversely, an orderly handling of the problem of labor supply can be effectuated only if the Commission makes full use of the resources of the Employment Service. The agreement includes the following specific items. The Commission will request assistance only when actual vacancies exist and in no case to build up a list of eligible workers for future undetermined labor requirements. The Commission will handle all contacts with Federal agencies concerning personnel, and its district offices will request assistance from the nearest office of the Employment Service whenever lists of eligible persons do not exist or, if they do exist, are inadequate. In addition, the Commission will immediately place one of its own representatives in Employment Service offices located in large industrial areas where Government establishments are an important factor in the labor market; this representative will have the full authority of the Commission to act on all matters involving recruitment, and it will be his responsibility to see that the facilities and resources of the Employment Service are utilized to the fullest possible degree.

UNEMPLOYMENT BENEFIT payments of \$41.1 million in January were almost double those for December and 5 percent above January 1941 payments. Most of the rise from December, which was the highest December-January rise on record, was the result of normal seasonal reductions in employment in the North Central, Rocky Mountain, and Pacific Coast areas and the initiation of new benefit years in many States; because of the high level of employment during 1941,



moreover, more persons were able to qualify for benefits when they were laid off or lost their jobs. Priorities and conversion lay-offs in some of the highly industrialized States contributed to the total rise. The most marked increase took place in Michigan, where total benefit payments more than tripled. For the country as a whole, benefit payments compensated approximately 3.5 million man-weeks of unemployment. More than a million workers received at least one benefit payment during the month, slightly more than in January a year ago and two-thirds more than in December 1941.

The sharp December-January rise in benefit payments was accompanied by a seasonal decline of 11 percent in the number of placements in the same period. Placements of farm workers were one-third below the December volume; nonagricultural placements decreased by only one-tenth. The number of persons seeking work through local offices of the United States Employment Service has been increasing since November; at the end of January, the active file totaled 4.9 million, the highest number since July but 4 percent less than in January 1941.

**OLD-AGE AND SURVIVORS INSURANCE** monthly benefits in force, which for several months have been increasing at a steady monthly rate of about 4 percent in both number and amount, totaled 503,000 at the end of January and amounted to \$9.1 million. Comparable figures for January 1941 were 268,000 and \$4.9 million. Of the total number of benefits in force at the end of January 1942, 453,000, representing a monthly amount of \$8.2 million, were in current-payment status. Benefits in conditional-payment status, which beginning with November have been declining as a percentage of all benefits in force, declined in absolute numbers as well. In January there were 45,800 such benefits, representing a monthly amount of \$892,000.

**EXPENDITURES FOR PUBLIC ASSISTANCE** and earnings under the several Federal work programs in

the continental United States, which totaled an estimated \$162 million for January, were 27 percent less than in January 1941 and 4 percent less than in December 1941. This percentage decrease from the same month of the previous year was the highest that had been registered during the past 12 months. The unduplicated number of recipients and households benefited by these payments showed little change from December. General relief payments were 34 percent below the January 1941 level and 4 percent above that for December. Earnings on projects of the Work Projects Administration, which have shown an almost continuous decline during the past year, were 40 percent less than in January 1941—the greatest decrease for any month during the past year. For all three special types of public assistance, aggregate payments were higher and the number of recipients larger for January 1942 than for January 1941; payments for old-age assistance increased 13 percent, and for aid to dependent children and aid to the blind, 8 percent each.

**ENROLLMENT** in the Civilian Conservation Corps was cut 25 percent early in March, when 200 of the 800 CCC camps were closed to eliminate all work not connected with the defense program. "Effective immediately," Mr. McNutt announced on February 6, "all camps will concentrate their efforts on war products concerned with work on military reservations or military areas for the United States or with protection and development of natural resources essential to the war effort."

**THE ANNUAL PROCLAMATION** designating May 1 as Child Health Day was issued by the President on February 6. In recognition of "the vital importance of the health of children to the strength of the Nation" the President called for a concerted effort in all communities to have children immunized against diphtheria and smallpox, "the two diseases for which we have the surest means of prevention." Since 1928, May 1 has been designated by Act of Congress as Child Health Day.



# Duration of Unemployment Benefit Payments in 27 States\*

THE DURATION OF BENEFIT PAYMENTS under an unemployment compensation system based on a pay-roll tax must necessarily be limited if the system is to remain solvent. The State laws, with one exception, determine this limit by stating the amount of money a claimant can receive in benefits during a 1-year period called the benefit year. Benefits are usually paid weekly, and the number of weeks of unemployment which can be compensated is a byproduct of the total amount of benefits payable and the amount paid for a week of total unemployment. In measuring duration of benefits the number of compensable weeks is a more useful concept than the total amount payable, and it is customary to state the total amount payable during the benefit year in terms of weeks. Thus, a claimant entitled to \$100 in benefits within a benefit year at a rate of \$10 per week is said to have a potential duration of 10 full weeks. This concept does not mean that he can receive benefits in only 10 different weeks. If he is partially unemployed, the amount he receives each week may be less than \$10, and he will be entitled to draw benefits during that year

for any number of weeks until a total of \$100 has been paid to him.

Similarly, actual benefit duration, the number of weeks for which a claimant draws benefits, is computed in terms of the amount of money paid to him during the benefit year and converted into weeks by dividing the total amount paid by the weekly benefit amount. Thus, if a claimant whose weekly benefit amount is \$10 receives \$60 during his benefit year, his actual benefit duration is said to have been 6 full weeks.

Two general methods of determining the maximum amount of benefits payable during the benefit year are incorporated in State laws (chart 1).<sup>1</sup> The simpler of these two methods, known as uniform duration and incorporated in 16 State laws, defines total benefits payable to each eligible claimant as a specified multiple of the weekly benefit amount. This multiple varies from 13 to 20 times the weekly benefit amount. The remaining 34 State laws limit benefits to whichever is the lesser of two formulas—a certain multiple of the weekly benefit amount or a fraction of earnings in covered employment during a base period prior to the benefit year. The base period is

\*Prepared in the Reports and Analysis Division, Bureau of Employment Security. This article is summarized from "Duration of Benefit Payments in 27 States," Bureau of Employment Security, Benefit Duration Series of 1941, No. 8. A preliminary study of benefit duration in 11 States appeared in the Bulletin for January 1941, pp. 40-43.

<sup>1</sup> The Wisconsin law limits benefit duration to a certain number of weeks, dependent on weeks of employment in a prior period. For this reason, this discussion is limited to the remaining 50 laws.

Chart 1.—States classified by type of provision limiting duration of unemployment benefits<sup>1</sup>

Uniform-duration provisions (16 States)	Variable-duration provisions limiting benefits to—			
	30 percent or more of 1 year's earnings (14 States)	¼ or less of 1 year's earnings (11 States)	¼ or less of 2 years' earnings (5 States)	A varying percentage of 1 year's earnings (4 States)
Georgia.	Alabama..... ¾.	Connecticut..... <sup>2</sup> ¼.	Arizona..... ¾.	California.
Hawaii.	Alaska..... ¾.	Idaho..... ¾.	Florida..... 16.	Illinois.
Kentucky.	Arkansas..... ¾.	Indiana..... <sup>3</sup> 16%.	Iowa..... ¾.	Minnesota.
Maine.	Colorado..... ¾.	Louisiana..... ¾.	Missouri..... ¾.	Rhode Island.
Mississippi.	Delaware..... ¾.	Maryland..... ¾.	Pennsylvania..... ¾.	
Montana.	District of Columbia..... ¾.	Michigan..... ¾.		
New Hampshire.	Kansas..... ¾.	New Jersey..... ¾.		
New York.	Massachusetts..... 30%.	Oregon..... ¾.		
North Carolina.	Nebraska..... ¾.	Texas..... ¾.		
North Dakota.	Nevada..... ¾.	Virginia..... ¾.		
Ohio.	New Mexico..... ¾.	Wyoming..... ¾.		
South Carolina.	Oklahoma..... ¾.			
South Dakota.	Vermont..... ¾.			
Tennessee.	Washington..... ¾.			
Utah.				
West Virginia.				

<sup>1</sup> Based on laws in effect Oct. 1, 1941. State grouping in tables 1-7 is governed by duration provisions controlling the benefit rights of claimants studied; therefore, State groups in tables vary somewhat from State groups in chart 1. Excludes Wisconsin, since its law is not comparable with those of other States.

<sup>2</sup> May be reduced if reserve fund falls below \$40 million.

<sup>3</sup> Earnings in 15 months.

usually 1 year, but 5 States use a 2-year period. This method of limiting benefits is generally referred to as variable duration, since claimants are entitled to draw multiples of their weekly benefit amounts which vary according to the amount of their base-period earnings. The limiting fraction of base-period earnings varies from one-eighth of 2 years' earnings to one-half of 1 year's earnings. The maximum limit under these provisions varies from 13 to 26 times the weekly benefit amount.

Fourteen of the State laws with variable-duration provisions limit benefits to a substantial portion (30 percent or more) of earnings in a 1-year base period. Eleven laws limit benefits to one-fourth or less of earnings in a 1-year base period.<sup>2</sup>

<sup>2</sup> The dividing line between these two groups of State laws is purely arbitrary, but seems justified since the data analyzed indicate that the State laws in the first group were definitely more liberal with respect to duration of benefits than the State laws in the second group.

Five laws limit benefits to one-fifth or less of earnings in a 2-year base period, and four others use a varying percentage of earnings in a 1-year base period. The State laws in this last group customarily provide that claimants with low weekly benefit amounts can draw benefits up to a higher percentage of base-period earnings than can claimants with high weekly benefit amounts.

### Duration Experience Selected for Analysis

To determine how the various types of duration provisions have operated in the short time during which unemployment benefits have been payable in this country, the experience of a sample of claimants whose benefit years ended during 1940 and the first 3 months of 1941 in 27 States was selected for analysis (table 1).<sup>3</sup> These 27 States

<sup>3</sup> The data for the various States do not, in all cases, cover this entire period.

Table 1.—Benefit-duration provisions of 27 State laws selected for analysis

State	Period in which benefit years ended for claimants studied	Earnings requirement in 1 year <sup>1</sup>	Fraction of wage credits to which benefits are limited	Minimum potential duration (multiple of wba <sup>1</sup> )	Maximum potential duration (multiple of wba <sup>1</sup> )
Uniform duration					
Maine	April 1940–March 1941	\$144	None	16	16
Montana	July–December 1940	30 x wba	None	16	16
New York	April 1940–March 1941	25 x wba	None	13	13
North Carolina	February–December 1940	\$130	None	16	16
Ohio	January–December 1940	Employment in 20 weeks	None	16	16
South Carolina	July–December 1940	40–50 x wba	None	16	16
South Dakota	April 1940–March 1941	\$126	None	14	14
West Virginia	April 1940–March 1941	\$150	None	14	14
Benefits limited to $\frac{1}{4}$ of 1 year's earnings					
Colorado	May–December 1940	30 x wba	$\frac{1}{4}$	10	16
Minnesota	July–September 1940	30 x wba	$\frac{1}{4}$	10	16
Nebraska	January–December 1940	30 x wba	$\frac{1}{4}$	10	16
New Mexico	July–December 1940	30 x wba	$\frac{1}{4}$	10	16
North Dakota	April–December 1940	30 x wba	$\frac{1}{4}$	10	16
Vermont	May–December 1940	25 x wba	$\frac{1}{4}$	8.3	14
Washington	July–December 1940	\$200	$\frac{1}{4}$	6.7	16
Benefits limited to $\frac{1}{4}$ or less of 1 year's earnings					
Illinois	April 1940–March 1941	\$225	$\frac{1}{4}$	4	16
Maryland	April 1940–March 1941	30 x wba	$\frac{1}{4}$	7.5	16
New Hampshire	March 1940–February 1941	\$200	$\frac{1}{4}$	4.2	16
New Jersey	January–December 1940	16 x wba	$\frac{1}{4}$	2.7	16
Oklahoma	April–December 1940	16 x wba	$\frac{1}{4}$	2.7	16
Oregon	January–December 1940	\$200	$\frac{1}{4}$	3.3	16
Texas	April 1940–March 1941	16 x wba	$\frac{1}{4}$	3.2	16
Utah	July 1939–June 1940	30–34 x wba	$\frac{1}{4}$	8	16
Benefits limited to $\frac{1}{6}$ or less of 2 years' earnings					
Florida	July–December 1940 <sup>2</sup>	30 x wba	$\frac{1}{6}$	5	16
Pennsylvania	January–December 1940	13 x wba	$\frac{1}{6}$	1.6	13
Benefits limited to varying percentage of 1 year's earnings					
California	February–November 1940	\$156	Schedule	5.4	20
Virginia	April 1940–March 1941	25 x wba	Schedule	6	16

<sup>1</sup> Wba denotes weekly benefit amount.

<sup>2</sup> For the claimants studied, the base period was 15–18 months.

were selected because they prepared usable reports of duration data for claimants whose benefit years ended during this period. During 1939 most State legislatures revised the benefit provisions of their unemployment compensation laws; since these provisions affected claimants with benefit years ending in 1940, many States were unable to submit reports which reflected experience under a single set of benefit provisions. Although these 27 States are not representative of the country as a whole, their statutes contain examples of the major types of duration provisions. Furthermore, 73 percent of the \$519 million paid in benefits during 1940 was paid by these States, and they included approximately 68 percent of the 34 million workers who earned wages in covered employment during that year. It is apparent that an analysis of the duration experience of claimants in these 27 States covers the experience of a significant portion of all claimants in the country, although this experience is not necessarily comparable to that of claimants in States not included.

### *Economic Influences*

The industrial composition of a State affects duration statistics. For example, in States where highly unstable industries account for a relatively large portion of the covered employment, beneficiaries may, in general, experience more weeks of unemployment during the year than will claimants in States with more stable industries. There are, however, certain factors in the benefit formula which tend to reduce differences attributable to economic variations. On the one hand, the maximum limitation placed on benefit duration restricts the extent to which high wage levels and regular employment can raise potential benefit rights under the variable-duration laws. These upper limits are so low in relation to the prevailing earnings experience of covered workers in most States that the full effect of differing wage levels and regularity of employment is not reflected in statistics on potential duration. In addition, eligibility requirements eliminate workers with very low earnings, thus setting a lower limit to potential benefit rights under laws providing variable duration. The range between these upper and lower limits is not great when compared with the variations in earnings of claimants in each State.

The claimants studied for this analysis were

receiving benefits during 1939, 1940, and the first 3 months of 1941—a period of improving business conditions and rising employment. In the latter part of 1940 and the first 3 months of 1941 the defense program stimulated employment at an increasing rate. Under these conditions the rate of reemployment of claimants can be expected to be relatively high and the percentage of claimants exhausting benefits relatively low, and benefit payments should extend over the entire period of unemployment of a large portion of the claimants. In a period of recession and depression, on the other hand, actual duration of benefits can be expected to approach potential duration as the rate of reemployment decreases, and under prevailing laws a larger proportion of the claimants will probably exhaust their benefit rights.

### *Duration Experience Under Variable-Duration Provisions*

*Potential benefit duration.*—Average potential duration in the 19 States with variable-duration provisions ranged from 9 weeks in Oklahoma to slightly more than 15 weeks in Minnesota during the period studied (table 2). Because the maximum limit on benefit duration was comparatively low in relation to base-period earnings of eligible claimants, the bulk of the claimants tended to concentrate in the upper duration brackets; in 14 of these 19 States more than half of the claimants were entitled to 12 or more full weeks of benefits.

This concentration was particularly noticeable under the laws which permitted claimants to draw as much as one-third of their base-period earnings. Provisions of this type, when accompanied by a fairly stringent eligibility requirement, tend to resemble uniform-duration provisions in a period of favorable business conditions. With the exception of the State of Washington, average potential duration for eligible claimants in these States was within 1 week of the maximum potential, and more than two-thirds of the claimants were entitled to the maximum. High potential duration for claimants is not the result of a liberal benefit formula alone, but is also achieved by a stringent eligibility provision which denies benefits to claimants with low earnings records. The Washington earnings requirement of \$200 is easier to meet than the requirements in the other States. Two hundred dollars is 28.6 times \$7, the mini-



**Table 2.—Full weeks of potential benefits available to claimants, 19 States with variable-duration provisions**

State	Average number of full weeks available to all eligible claimants	Percent of total eligible claimants entitled to—				
		Less than 4 weeks	4-7.9 weeks	8-11.9 weeks	12-15.9 weeks	16 weeks or more
Benefits limited to ½ of 1 year's earnings						
Colorado.....	15.1	-----	-----	10.2	20.6	69.2
Minnesota.....	15.2	-----	-----	8.1	17.6	74.3
Nebraska.....	15.0	-----	-----	10.8	21.1	68.1
New Mexico.....	15.1	-----	-----	9.5	21.6	68.9
North Dakota.....	15.0	-----	-----	10.0	21.0	69.0
Vermont.....	13.4	-----	-----	14.8	85.2	-----
Washington.....	13.7	-----	8.6	20.6	16.7	54.1
Benefits limited to ¼ or less of 1 year's earnings						
Illinois.....	13.3	-----	10.1	20.0	26.3	43.6
Maryland.....	14.3	-----	1.9	18.6	19.5	60.0
New Hampshire.....	12.0	-----	16.0	28.2	43.5	12.3
New Jersey.....	10.2	5.5	29.5	26.5	27.1	11.4
Oklahoma.....	9.0	17.9	31.2	19.5	16.3	15.1
Oregon.....	9.8	4.4	32.2	31.6	21.1	10.7
Texas.....	10.8	4.1	29.1	23.1	18.4	25.3
Utah.....	13.1	-----	-----	36.2	23.5	40.3
Benefits limited to ¼ or less of 2 years' earnings						
Florida.....	10.2	-----	34.4	34.6	21.9	9.1
Pennsylvania.....	11.4	4.8	9.5	14.3	71.4	-----
Benefits limited to a varying percentage of 1 year's earnings						
California.....	13.2	-----	16.1	29.4	22.3	32.2
Virginia.....	14.0	-----	5.3	19.2	18.7	56.8

num weekly benefit amount in that State, and only 13.3 times \$15, the maximum weekly benefit amount. If the Washington law had required earnings equal to 30 times the weekly benefit amount, many claimants with short potential duration would have been ineligible, whereas those entitled to 16 weeks would not have been affected. Thus, although there would have been no increase in the number of claimants entitled to 16 weeks of benefits, they would have represented a larger percentage of the eligible group, and the average potential duration for eligible claimants would have been higher.

The eight States which limited benefits to one-fourth or less of earnings in 1 year provided shorter potential benefit duration, on the average, than the group discussed above (table 2). Only in Maryland was the average potential duration as high as that in any of the States in the first group. The Maryland average was higher than the average in Vermont and Washington. If the Vermont law had provided a 16-week maximum,

the Vermont average would probably have been higher, since more than three-fourths of the claimants in that State were entitled to the maximum of 14 weeks. The Maryland average may have been higher than that in Washington because of the higher eligibility requirement.

The relatively short average potential duration in this group of States is partly accounted for by the low minimum duration which resulted from the interrelation between the eligibility requirement and the fraction of base-period earnings to which benefits were limited. In the first group of States, only Washington provided a minimum duration of less than 8 weeks, whereas the provisions in four States in the second group resulted in a minimum of less than 4 weeks, and only in Utah was the minimum as high as 8 weeks (table 1). The interrelation of these factors is shown in the following tabulation.

State	Earnings requirement <sup>1</sup>	Fraction of wage credits limiting benefit amount	Minimum potential duration <sup>2</sup> (full weeks)	Average potential duration (full weeks)
New Jersey.....	16 x wba.....	$\frac{1}{4}$	2.7	10.2
Oklahoma.....	16 x wba.....	$\frac{1}{4}$	2.7	9.0
Oregon.....	\$200.....	$\frac{1}{4}$	3.3	9.8
Texas.....	16 x wba.....	$\frac{1}{4}$	3.2	10.8
Illinois.....	\$225.....	$\frac{1}{4}$	4.0	13.3
Maryland.....	30 x wba.....	$\frac{1}{4}$	7.5	14.3
New Hampshire.....	\$200.....	$\frac{1}{4}$	4.2	12.0
Utah.....	30-34 x wba.....	$\frac{1}{4}$	8.0	13.1

<sup>1</sup> Wba denotes weekly benefit amount.

<sup>2</sup> Results from interaction of eligibility and duration provisions except in Utah, where an 8-week statutory minimum was provided. Maximum potential duration was 16 weeks in each State.

The benefit formulas in the first four States provided minimum benefit duration of less than 4 weeks, and in the other four States, more than 4 weeks. The first four States had, in general, lower eligibility requirements, although the requirements in Oregon and New Hampshire were the same.<sup>4</sup> Average potential duration was definitely shorter in the four States with low minimums.

Since weekly benefit amounts, as well as potential duration, are related to prior earnings, claimants with high weekly or quarterly wages might be expected to have high annual wages. It would also be logical to expect that claimants with high weekly benefit amounts would have longer potential duration than claimants with low weekly benefit amounts, a tendency which is evident in virtually all duration data. In all but one of the variable-duration States studied, claimants with

<sup>4</sup> Minimum duration was lower in Oregon than in New Hampshire because the Oregon law provided a higher minimum weekly benefit amount.

weekly benefit amounts of \$15 or more had longer potential duration than did claimants with lower benefit amounts (table 3). Thus the lower-paid workers, who were presumably least able to cope with unemployment, were entitled to compensation for only short periods.

**Actual benefit duration.**—Since the maximum duration under variable-duration provisions is comparatively low in relation to the prevailing earnings experience of workers in a period of favorable employment conditions, data on potential duration of benefits minimize the effect of interstate differences in wage levels and regularity of employment. This effect is shown by the concentration of claimants at or near the maximum in most States. Data on actual duration of benefits are more responsive to such interstate differences. While the data on potential duration appeared to follow closely variations in benefit formulas during

the period studied, data on actual duration showed less dependence on the terms of the benefit formula because the rate at which claimants became reemployed varied widely from State to State.<sup>5</sup>

The average actual duration of benefits ranged from 6.3 weeks in Oregon to 12.5 full weeks in North Dakota (table 4). There was a tendency for the average actual duration to be relatively long in States where potential duration was long, but there was no very definite correlation between actual and potential duration. Under six of the seven State laws which limited benefits to one-third of earnings, the ratio of average actual to average

<sup>5</sup> Duration statistics derived from a uniform-duration formula are better adapted to measuring rates of reemployment than are statistics derived from a variable-duration formula. It has been found that, under variable-duration provisions, claimants entitled to low weekly benefit amounts and short potential duration are reemployed less rapidly than claimants with high weekly benefit amounts and long potential duration. Study of the reemployment experience of all claimants is restricted because adequate data are not available for claimants who exhausted their benefit rights, and claimants can exhaust their rights under variable-duration provisions after drawing from 2 to 10 weeks of benefits.

Table 3.—Average full weeks of potential benefits available to claimants with specified weekly benefit amounts, 19 States with variable-duration provisions

State	Average number of full weeks available to claimants with weekly benefit amounts of—			
	Less than \$5.00	\$5.00-9.99	\$10.00-14.99	\$15.00 or more
Benefits limited to 1/3 of 1 year's earnings				
Colorado.....		14.8	15.1	15.6
Minnesota.....		14.8	15.4	15.7
Nebraska.....		14.9	15.1	15.4
New Mexico.....	14.1	14.9	15.3	15.6
North Dakota.....		14.7	15.3	15.6
Vermont.....	11.6	13.3	13.6	13.4
Washington.....		12.4	12.3	14.7
Benefits limited to 1/4 or less of 1 year's earnings				
Illinois.....		12.2	12.6	14.2
Maryland.....		13.8	14.8	15.4
New Hampshire.....		11.5	12.2	13.6
New Jersey.....		8.9	10.9	13.5
Oklahoma.....	4.3	7.8	10.5	12.5
Oregon.....		7.5	8.1	11.8
Texas.....		9.9	12.4	13.5
Utah.....		12.2	12.9	14.2
Benefits limited to 1/5 or less of 2 years' earnings				
Florida.....	7.7	9.7	10.6	12.3
Pennsylvania.....		10.0	12.0	12.6
Benefits limited to a varying percentage of 1 year's earnings				
California.....		10.7	12.8	16.6
Virginia.....	11.2	14.0	15.0	15.3

Table 4.—Relationship between average actual and average potential duration, 19 States with variable-duration provisions

State	Average duration		Difference between average actual and average potential duration (weeks)	Ratio (percent) of average actual to average potential duration	Exhaustion ratio <sup>1</sup> (percent)
	Potential (weeks)	Actual (weeks)			
	Benefits limited to 1/3 of 1 year's earnings				
Colorado.....	15.1	11.8	3.3	78.1	53.3
Minnesota.....	15.2	11.4	3.8	75.0	56.9
Nebraska.....	15.0	11.7	3.0	78.0	54.0
New Mexico.....	15.1	11.6	3.5	76.8	54.8
North Dakota.....	15.0	12.5	2.5	83.3	57.8
Vermont.....	13.4	9.8	3.6	73.1	53.8
Washington.....	13.7	10.2	3.5	74.5	54.2
	Benefits limited to 1/4 or less of 1 year's earnings				
Illinois.....	13.3	8.1	5.2	60.9	40.4
Maryland.....	14.3	9.1	5.2	63.6	41.9
New Hampshire.....	12.0	6.7	5.3	55.8	36.9
New Jersey.....	10.2	8.2	2.0	80.4	66.6
Oklahoma.....	9.0	7.4	1.6	82.2	73.8
Oregon.....	9.8	6.3	3.5	64.3	50.0
Texas.....	10.8	8.6	2.2	79.6	66.2
Utah.....	13.1	9.3	3.8	71.0	50.7
	Benefits limited to 1/5 or less of 2 years' earnings				
Florida.....	10.2	8.1	2.1	79.4	73.2
Pennsylvania.....	11.4	8.9	2.5	78.1	59.6
	Benefits limited to a varying percentage of 1 year's earnings				
California.....	13.2	10.1	3.1	76.5	61.4
Virginia.....	14.0	8.2	5.8	58.6	44.1

<sup>1</sup> Beneficiaries who drew all their potential benefits as percent of all beneficiaries who received at least 1 benefit check.

potential duration ranged from 73 to 78 percent, and the absolute difference ranged from 3.0 to 3.8 weeks. This correspondence may have been an accident of the sample. In the other State in this group—North Dakota—the rate of reemployment of claimants was apparently somewhat lower, since the average actual duration more nearly approached the average potential duration. The relatively low average actual duration in Vermont probably resulted from the 14-week maximum.

There was little uniformity in the experience of States which limited benefits to one-fourth or less of earnings, although in none of these States was actual duration as long as in the States referred to above. In Oklahoma, average actual duration was only 1.6 weeks less than average potential, but in Oregon the difference was 3.5 weeks. Claimants in these two States had shorter average potential duration than did claimants in any other State studied. The greatest differences between average actual and average potential duration were in Illinois, Maryland, New Hampshire, and Virginia. Apparently, claimants in these States had relatively good reemployment opportunities, since their average potential duration was not exceptionally high.

In California and Virginia, where benefits were limited to a varying percentage of earnings in 1 year, the relationship between average actual and average potential duration was dissimilar. Virginia claimants had longer average potential duration, but California claimants had longer average actual duration. The difference of 5.8 weeks between average actual and potential duration in Virginia was the highest among the States studied. It is interesting to note that in California the benefit-duration schedule permitted workers with low annual earnings to draw benefits up to a higher percentage of earnings than claimants with high annual earnings, whereas in Virginia it was the claimants with high annual earnings who had the higher ratio of benefits to earnings.

**Exhaustion ratios.**—One of the best measures of the operation of duration provisions is the exhaustion ratio,<sup>6</sup> because it indicates the proportion of the beneficiary group for whom the unemployment compensation laws did not provide benefits sufficient to cover all weeks of unemployment experienced during the benefit year.

<sup>6</sup> As used here, beneficiaries who drew all their potential benefits as percent of all beneficiaries who received at least 1 benefit check.

**Table 5.—Potential duration and average actual duration of benefits, eight States with uniform-duration provisions**

State	Duration		Difference between average actual and potential duration (weeks)	Exhaustion ratio <sup>1</sup> (percent)
	Potential (weeks)	Average actual (weeks)		
Maine.....	16	9.1	6.9	28.0
Montana.....	16	13.1	2.9	50.4
New York.....	13	10.1	2.9	54.7
North Carolina.....	16	10.0	6.0	41.2
Ohio.....	16	12.5	3.5	54.8
South Carolina.....	16	11.2	4.8	48.6
South Dakota.....	14	10.3	3.7	45.8
West Virginia.....	14	10.1	3.9	45.5

<sup>1</sup> See table 4, footnote 1.

This measure, like average actual duration, is influenced by the rate of reemployment as well as the terms of the benefit formula. Under the variable-duration formulas studied, the exhaustion ratio ranged from 37 percent in New Hampshire to 74 percent in Oklahoma (table 4). Oklahoma, where the highest exhaustion ratio occurred, also had the lowest potential duration of benefits among the States studied.

There was a general tendency for a large proportion of claimants to exhaust their benefits under formulas which provided short potential duration, but this relationship was obscured by differences in the rate of reemployment. In New Hampshire the exhaustion ratio was lower than under any other variable-duration formula studied, but average potential duration was also lower in New Hampshire than in 12 of the other 18 States, indicating that a low exhaustion ratio is not solely the result of long potential duration. Reemployment opportunities were relatively good for New Hampshire claimants, apparently.

As was the case with average actual duration, exhaustion ratios did not vary widely among States where benefits were limited to one-third of earnings. The ratios ranged only from 53 percent in Colorado to 58 percent in North Dakota. This uniformity was probably accidental, and if another period had been selected for analysis the exhaustion ratios in these same States might have varied considerably.

In the remaining States, the exhaustion ratios fluctuated widely. Less than half the benefit recipients in Illinois, Maryland, New Hampshire, and Virginia exhausted their benefit rights, and two-thirds or more exhausted their rights in Florida, New Jersey, Oklahoma, and Texas. In



Pennsylvania, where both minimum and maximum potential durations were less than in any of the other States, the exhaustion ratio was 60 percent. In Oregon—one of the two States where average potential duration was less than 10 weeks—the exhaustion ratio was 50 percent. This ratio was lower than those under any of the formulas which limited benefits to one-third of earnings, although Oregon limited benefits to one-sixth of earnings. In general, it would appear that the exhaustion ratio was more dependent on reemployment opportunities than on the benefit formula.

#### **Duration Experience Under Uniform-Duration Provisions**

The fact that all eligible claimants in a State have the same potential duration is the distinguishing feature of uniform-duration provisions. Because of their very simplicity, potential duration under these provisions need not be analyzed.

*Actual benefit duration.*—Average actual duration ranged from 9 to 13 weeks (table 5). These averages did not differ greatly from the averages under variable-duration formulas during the period; they were in general lower than the averages under formulas which limited benefits to one-third of 1 year's earnings and higher than averages under formulas which limited benefits to one-fourth or less of 1 year's earnings. However, the difference between average actual and potential duration tended to be greater under the uniform-duration provisions than under variable-duration provisions, ranging from 2.9 weeks in Montana and New York to 6.9 weeks in Maine. Under six of the variable-duration laws, on the other hand, the difference was less than 2.9 weeks and under none was it as high as 6 weeks (table 4). It would appear that, although these uniform-duration formulas resulted in somewhat the same actual duration for benefit recipients as did the variable-duration provisions, they provided a greater margin of safety; i. e., claimants had more unused benefit credits at the end of the benefit year.

*Exhaustion ratios.*—Exhaustion ratios in these States tended to be lower than in States with variable duration. The ratios ranged from 28 percent in Maine to 59 percent in Montana (table 5) as compared with ratios of 37–74 percent under the variable-duration provisions. Only in Montana was the exhaustion ratio higher than the esti-

mated exhaustion ratio of 58 percent in the 19 variable-duration States combined. In 5 of the 8 uniform-duration States the exhaustion ratio was below 50 percent, while only 4 of the 19 variable-duration States had exhaustion ratios of 50 percent or less. That the differences under the two types of laws were not greater is probably due to improvement in employment and business conditions during the period to which the data relate.

In a period of severe depression, when unemployment benefits will be most needed, the discrepancy between the two types of laws will be even more evident, since potential duration under the variable-duration provisions will decrease as base-period wages decrease, while potential duration under uniform-duration provisions will remain unchanged. The difference will be most noticeable in States which limit benefits to one-fourth or less of 1 year's earnings, since relatively few claimants in these States are entitled to the maximum potential duration. Accordingly, it can be expected that in time of depression, exhaustion ratios under variable-duration provisions will probably show greater increases than under uniform-duration provisions.

*Rates of withdrawal.*—The wide variation in exhaustion ratios under uniform-duration provisions was a reflection of differing rates of reemployment in these States. Rates of reemployment, as reflected in unemployment compensation statistics, are more precisely termed "rates of withdrawal."<sup>7</sup> Such figures represent not the rate at which claimants return to work in any 1 calendar week, but rather the rate at which claimants who have drawn a specified number of weeks of benefits voluntarily withdraw from claimant status, regardless of the time during the benefit year at which the withdrawal takes place. The weeks of benefits drawn need not have been consecutive. A claimant who experienced three separate spells of unemployment during his benefit year, for example, and drew benefits equal to twice his weekly benefit amount in each spell would be said to have withdrawn after the sixth week, i. e., during the seventh compensable week.

The average rate of withdrawal during compen-

<sup>7</sup> The rate of withdrawal is the percent of claimants eligible for a given benefit check—i. e., unemployed through the previous compensable week—who do not receive a full payment. For example, a rate of withdrawal of 5 percent in the tenth week means that 5 percent of the claimants who received 9 full weekly payments did not receive a tenth full payment.

sable weeks ranged from 3.2 to 8.0 percent (table 6). As might be expected, Montana with the lowest withdrawal rate had the highest exhaustion ratio—59 percent—whereas Maine with the highest rate of withdrawal had the lowest exhaustion ratio—28 percent.

It is evident that if New York, South Dakota, and West Virginia had paid benefits for 16 weeks their exhaustion ratios would have been lower.<sup>8</sup> In both North Carolina and West Virginia the average rate of withdrawal was 5.3 percent; but the exhaustion ratio in North Carolina, where benefits were paid for 16 weeks, was 41 percent, in contrast to 49 percent in West Virginia, where benefits were paid for only 14 weeks.

The trend of withdrawal rates from week to week varied in the different States. In Maine, South Carolina, and West Virginia the rates changed very little from week to week. In Montana, New York, Ohio, and South Dakota, the rates tended to increase in the later compensable weeks, but the tendency was not uniform in these States. In Montana the rate increased from about 2.0 percent in the first few weeks to 5.5 percent in the later weeks, whereas in Ohio the increase was only from about 3.0 percent to 4.4 percent. In North Carolina there seemed to be some tendency for the rate of withdrawal to decrease in the later weeks of the benefit series; from 9.3 percent in the second week it dropped to

<sup>8</sup> The West Virginia law now provides uniform duration of 16 weeks.

**Table 6.—Rate of withdrawal from claimant status in each compensable week, eight States with uniform-duration provisions**

Compensable week <sup>1</sup>	Maine	Montana	New York	North Carolina	Ohio	South Carolina	South Dakota	West Virginia
Average rate <sup>2</sup>	8.0	3.2	4.7	5.3	3.6	4.3	5.4	5.3
Second	7.4	2.2	3.5	9.3	2.9	7.1	4.3	5.1
Third	7.3	2.0	3.9	7.4	3.1	4.7	4.0	4.7
Fourth	7.7	2.3	4.0	6.0	3.1	3.5	4.3	5.5
Fifth	7.7	2.4	4.3	5.5	3.2	4.2	4.2	5.1
Sixth	8.0	2.3	4.6	5.1	3.5	3.2	4.6	5.2
Seventh	8.6	2.5	4.7	4.7	3.5	3.9	5.4	5.6
Eighth	8.3	2.6	4.8	5.0	3.6	3.7	5.5	5.4
Ninth	8.2	2.8	4.9	4.4	3.7	4.0	5.5	5.0
Tenth	8.5	3.0	5.4	4.4	3.7	4.4	6.8	5.4
Eleventh	7.9	3.3	5.7	4.5	3.9	4.3	6.1	5.2
Twelfth	8.5	4.0	5.9	4.0	4.1	5.3	6.7	5.3
Thirteenth	7.9	4.9	7.1	4.4	4.0	3.6	7.3	6.0
Fourteenth	7.9	4.9	-----	4.2	4.1	3.9	9.2	6.7
Fifteenth	7.9	5.5	-----	4.9	4.4	4.9	-----	-----
Sixteenth	9.9	6.3	-----	6.7	6.3	6.5	-----	-----

<sup>1</sup> Rates of withdrawal could not be calculated for first compensable week.

<sup>2</sup> Last week of benefit series was excluded in computing average.

**Table 7.—Average rate of withdrawal from claimant status during waiting-period weeks and compensable weeks, eight States with uniform-duration provisions**

State	Length of waiting period (weeks)	Percent of total claimants who withdrew during waiting period	Average weekly rate of withdrawal during—	
			Waiting-period weeks	Compensable weeks
Maine	2	24.9	12.5	8.0
Montana	2	9.7	4.8	3.2
New York	3	16.6	5.5	4.7
North Carolina	2	( <sup>1</sup> )	-----	5.3
Ohio	3	21.5	7.2	3.6
South Carolina	2	52.1	26.0	4.3
South Dakota	2	17.1	8.6	5.4
West Virginia	3	13.8	4.6	5.3

<sup>1</sup> Data not available.

4.0 percent in the twelfth week and 4.2 percent in the fourteenth week.

In each of the eight States, the rate of withdrawal increased in the last week. While no exact reason for this increase can be given, there are several possible contributing factors. Faced with imminent exhaustion of benefit rights, claimants may have accepted any type of employment available even though it was not at their usual trade or occupation. In States paying partial benefits there is some evidence that claimants neglected to claim small fractional benefits which may have been available to them at the end of their benefit series. A few claimants may have sought work more intensively when benefit exhaustion was imminent. In actual numbers of claimants, the increases in withdrawal during the last week were moderately small. In Maine, for example, the increase from the fifteenth to the sixteenth week represented about 200 claimants, less than 1 percent of the total claimants in the State sample.

These data on withdrawal rates apply only to compensable weeks, which in each State followed a waiting period of 2 or 3 weeks in which no benefits were payable. The rate of withdrawal during the waiting period tended to be higher than the average rate during the compensable weeks (table 7). In South Carolina about half the claimants dropped out during the waiting period, and nearly half the remaining claimants continued unemployed long enough to exhaust their benefit rights. In other words, twice as many claimants dropped out in the first 2 weeks as in the next 16 weeks. This extreme situation resulted from a

short lay-off of a large number of textile workers during the summer of 1939. These workers filed initial claims, but most of them returned to work before drawing benefits. West Virginia was the only State in which the rate of withdrawal was lower during the waiting period than during compensable weeks. In the other States the rate during the waiting period was significantly high, indicating a general tendency for large numbers of

workers to experience very short spells of unemployment during benefit years covering periods of increasing employment opportunities. In Ohio—the only State for which data pertaining to each separate waiting-period week were available—the rates of withdrawal were 8.9, 5.6, and 8.0 percent for the first, second, and third waiting-period weeks, respectively—considerably higher than the average of 3.6 percent in the following 16 weeks.



# Unemployment Compensation Legislation of 1941\*

WITH THE ENACTMENT in October of amendments to the Massachusetts law, the main State legislative activity of 1941 affecting unemployment compensation came to an end. During the year the legislatures of 43 States and the Territories of Alaska and Hawaii, meeting in regular sessions, revised their unemployment compensation laws in some respect, and the United States Congress passed two amendments to the unemployment compensation law of the District of Columbia.

On the whole, the benefit provisions in State laws were made more nearly adequate. Except for general reductions in the waiting period, the changes in the benefit formulas were varied; some States raised the minimum benefit rate, others the maximum, and still others provided longer duration. In the 34 States which amended their benefit provisions during the year, the changes will result, it is estimated, in an average increase in benefit payments of approximately 20 percent. In addition, provision was made in most States to preserve the benefit rights of individuals in military service. On the other hand, coverage was extended in very few States and restricted in several, and new or more stringent disqualifications will deny benefits to many workers.

## Coverage

Extension of coverage to small firms occurred in only a few States, in spite of urgent recommendations by the Social Security Board and the introduction of a large number of bills before the legislatures, many of them backed by State administrative agencies and advisory councils. In 2 States employers of one or more workers became subject to the law: Washington extended coverage to employers of less than 8 persons, effective July 1, 1941, and Massachusetts instituted compulsory coverage of employers of less than 4 persons beginning with 1943. Connecticut provided for including in 1942 and thereafter businesses which employ 4 or more persons in 13 weeks instead of the former limitation to employers of 5 or more in 20 weeks. Other revisions included a change in

Arkansas, where the period within which the specified employment must have occurred was changed from 20 to 10 weeks for 1941 and to 10 days thereafter, and in Montana, where specified employment (1 or more persons in 20 weeks) and specified pay rolls (\$500 within the year) were made alternative, rather than joint, stipulations. These amendments will, however, add less than 1 percent to the number of workers covered by State laws in the country as a whole.

Coverage will also be affected in those States which followed the Congress in covering only the types of employment subject to the amended Federal Unemployment Tax Act. By one amendment, Congress had granted permission to the States to require contributions of certain instrumentalities of the United States—chiefly national banks and member banks of the Federal Reserve System—if they were not wholly owned by the United States and not exempt by other provision of law. During 1941, provisions to take advantage of the congressional permission were written into the laws of 20 States.<sup>1</sup>

Coverage was, however, cut by the adoption of several new employment exclusions, in line with other amendments to the Federal Unemployment Tax Act. The exclusions affect such groups as newsboys, student nurses and internes, insurance agents, domestic servants working for college clubs, casual laborers, and employees of certain organizations whose compensation is negligible.

Probably the most significant exclusion will result from amendments which define agricultural labor in much the same terms as those used in the revised Federal act. The new definition encompasses many operations, especially commercial harvesting, packing, grading, and storing, which were not previously considered to be within the scope of the exemption. It has been estimated that, for the country as a whole, the uniform adoption of the Federal definition of agricultural labor would probably remove about 100,000 workers

\*Prepared in the Reports and Analysis Division, Bureau of Employment Security.

<sup>1</sup> Arizona, Colorado, Connecticut, Florida, Indiana, Iowa, Kansas, Maryland, Michigan, New Hampshire, New Mexico, North Carolina, North Dakota, Ohio, Oklahoma, South Dakota, Utah, Vermont, West Virginia, and Wyoming.

from the covered group. During 1941, 16 States<sup>2</sup> adopted the comprehensive definition used in the Social Security Act. Florida followed it closely but specified that citrus workers, the largest group in commercial agriculture in the State, should not be excluded from coverage, although they may not during the third quarter of any year draw benefits based on wages earned in certain citrus-fruit operations. Arkansas, Idaho, Oklahoma, and Wyoming adopted definitions which would exclude fewer persons than the Federal definition.

### Benefits

Thirty-six State legislatures made changes in the benefit formulas. Only 9 of these<sup>3</sup> made substantial increases in both the rate and duration of benefits, while 8 of them<sup>4</sup> left these primary factors untouched. Benefit rates were revised by 26 States in all; 20 revised the minimum weekly benefit amount, 12 the maximum, and 13 the method of computing benefit rates.

Ohio, which previously had no floor on benefits, provided a \$5 minimum weekly benefit amount. Thirteen other States which had flat minimums increased them in amounts of from \$1 to \$4. North Carolina raised the minimum from \$1.50 to \$3; South Carolina from \$3 to \$4; Florida and Maine from \$3 to \$5; Tennessee from \$4 to \$5; Connecticut and New Hampshire from \$5 to \$6; West Virginia from \$3 to \$6; Michigan from \$6 to \$7; Maryland and Minnesota from \$5 to \$7; South Dakota from \$3 to \$7; Oregon from \$7 to \$10. In 5 States, flat minimum weekly benefit amounts were established in place of a minimum set as a fraction of weekly or quarterly wages. In Arizona and Vermont the minimum became \$5 instead of  $\frac{5}{8}$  or  $\frac{1}{4}$  of the full-time weekly wages; in Georgia it went from \$5 or  $\frac{1}{4}$  of the full-time weekly wage to \$4; in Oklahoma, from \$8 or  $\frac{1}{4}$  of the full-time weekly wage to \$6; and in Kansas, from \$5 or 6 percent of high-quarter wages to \$5. Missouri, which previously provided a minimum of \$5 or  $\frac{1}{4}$  of the full-time weekly wage, but not less than \$2 per week, now specifies a minimum of \$3.

The significance of these changes in the mini-

mum will vary from State to State. In Michigan, for instance, it was estimated that the increase from \$6 to \$7 would increase benefit costs infinitesimally (0.04 percent) in an "average" year. In Florida the change from \$3 to \$5 may be much more significant, since about 5 percent of the payments for total unemployment have been between those two amounts. In Ohio the average weekly payment for total unemployment was raised from \$10.25 to \$13.05 by the new minimum rate, together with a more liberal method of computing benefits, an increased maximum, stiffened eligibility requirements, and unusual economic conditions which displaced high-paid workers.

Twelve States revised their laws to increase the maximum weekly benefit amount. The \$15 maximum which had prevailed in all but 2 of these States was increased by amounts ranging from \$1 to \$5; in Indiana, Minnesota, Ohio, and Oklahoma the maximum was raised to \$16; in Maryland and Wisconsin, to \$17; in Georgia and Missouri, to \$18; and in Connecticut and Hawaii, to \$20. Illinois and Utah, both of which formerly provided a \$16 maximum, raised it to \$18 and \$20, respectively.

Use of the full-time weekly wage as a method of computing the weekly benefit rate was abandoned in 3 States. Two of them, Nebraska and North Dakota, will now determine all rates as  $\frac{1}{2}$  and  $\frac{1}{6}$ , respectively, of wages earned in the calendar quarter of highest earnings, while Oklahoma set the fraction at  $\frac{1}{6}$ , thus allowing for lack of full employment even in that quarter. Minnesota and New Hampshire departed completely from the concept of relating benefits to full-time employment and will now determine benefit rates on the basis of annual wages. The proportion of highest-quarter earnings paid as the weekly benefit was increased for all workers in Oregon, Maryland, and Utah, and for lower-paid workers in Tennessee. Oregon will pay at the rate of 6 percent (instead of 5 percent of the high-quarter wages), Maryland and Utah at  $\frac{1}{6}$  (instead of  $\frac{1}{8}$  and  $\frac{1}{4}$ , respectively), and Tennessee at rates varying from  $\frac{1}{6}$  to  $\frac{1}{6}$  (instead of  $\frac{1}{8}$  in all cases).

Lower-paid workers also received special consideration in 4 other States, which adopted provisions for computing the benefit rate on the basis of a weighted schedule. Florida changed from

<sup>2</sup> Arizona, Colorado, Delaware, Georgia, Hawaii, Indiana, Maryland, Minnesota, Missouri, New York, North Dakota, Oregon, South Carolina, South Dakota, Utah, and Washington.

<sup>3</sup> Connecticut, Georgia, Hawaii, Maryland, Missouri, Ohio, Oklahoma, Utah, and Wisconsin.

<sup>4</sup> Colorado, Idaho, Massachusetts, Montana, Nevada, New Mexico, South Carolina, and Wyoming.

$\frac{1}{2}$  of high-quarter wages, Georgia from  $\frac{1}{2}$  of high-quarter wages, and Ohio from 50 percent of average weekly wages, to a weighted schedule of high-quarter wages. Wisconsin adopted a schedule providing a benefit rate ranging from 48 $\frac{1}{2}$  to 66 percent of the average weekly wage, to replace the former provision of 50 percent.

Twenty-two legislatures made changes in provisions affecting the duration of benefits. Two States which already provided uniform duration increased the number of weeks allowable: Ohio from 16 to 18, and West Virginia from 14 to 16. Four States—Georgia, North Dakota, Hawaii, and Utah—changed from variable duration to provisions for uniform duration of 16, 16, 20, and 20 weeks, respectively. Minnesota adopted a schedule of base-year wages which provides duration ranging from 10 to 16 times the weekly benefit amount. The amounts provided, however, are approximately the same as those under the previous formula. In New Hampshire the uniform duration of 14 times the weekly benefit amount was provided for the lowest 3 benefit rates, and 16 times for the others; this change was accompanied by a change to an annual wage base for computing benefit rates.

The other States which amended their duration provisions retained the general pattern which specifies the total benefits a worker may receive in terms of a fraction of his base-period wages, but not more than a certain multiple of his weekly benefit rate. Revisions in these States were made in either or both of the factors limiting duration.

In Connecticut, Illinois, and Missouri, both the ratio of benefits to wages and the maximum duration were revised upward. Connecticut, however, provided for modifications of the benefits if the fund goes below a given amount. The new schedule provides benefits of  $\frac{1}{2}$  of wages or 15 times the weekly benefit if the balance in the State fund is between \$25 million and \$40 million, and up to  $\frac{1}{2}$  of wages or 18 times the benefit amount if the balance is \$40 million or greater. The former provision of  $\frac{1}{3}$  of wages or 13 times the weekly benefit amount will again apply if the balance should drop below \$25 million. The fund held some \$64 million at the end of 1941. Illinois adopted a schedule providing for duration equaling from 26 to 49 percent of wages but not more than 20 times the weekly benefit rate (instead of 25 percent of wages or 16 times the benefit

amount). In Missouri the ratio of benefits to wages was changed from 16 to 20 percent and the maximum number of full weeks compensated, from 12 to 16.

Three other States revised only the ratio of benefits to wages and left the maximum the same: Delaware and Oklahoma changed from  $\frac{1}{2}$ , and Kansas from 16 percent, to  $\frac{1}{2}$  of a year's wages. In Wisconsin, where duration has always been determined on the basis of past weeks of employment without a specific maximum, the ratio was also increased—from  $\frac{1}{2}$  to  $\frac{1}{2}$  of a week's benefit for each week of employment. Indiana, Maryland, Michigan, and Vermont retained their former ratios of benefits to base-period wages but raised the maximum duration—from 15 to 16 times the weekly benefit amount in Indiana; from 16 to 20 times in Maryland; from 16 to 18 times in Michigan; and from 14 to 15 times in Vermont.

The importance of the changes in duration varies with the wage pattern of the State. In Michigan, for instance, the change in the maximum from 16 to 18 weeks affected almost half the claimants in the State, since that proportion had benefit rights limited to 16 weeks, and was expected to result in an increase in benefit payments of 1.9 percent in a "normal" year.

Duration was restricted in Arkansas by limiting it according to the number of base-period quarters in which the claimant had substantial earnings. In Maine and South Dakota, also, the former uniform duration was reduced for persons in the lowest wage groups. The benefit rates applicable to those wage groups were increased however.

The most widespread change affecting benefits was related to a reduction in the waiting-period requirements. In all, 19 States amended their laws during 1941 to provide that a claimant would be eligible after 1 week. Formerly 13 of these States<sup>5</sup> had required 2 weeks in the benefit year; 4—Arizona, Arkansas, Indiana, and Kansas—had required 2 weeks in every 13, some of them with maximum limits; Connecticut had specified 2 weeks, one of which must have been within the preceding 4 months; and West Virginia had provided a waiting period of 3 weeks. Georgia, Idaho, Michigan, New Hampshire, and Wisconsin retained 2-week waiting periods but eliminated

<sup>5</sup> Delaware, Florida, Hawaii, Illinois, Maine, Maryland, Massachusetts, New Mexico, North Carolina, Oklahoma, South Carolina, Tennessee, and Utah.



requirements for additional weeks under certain conditions. Montana modified conditions under which additional weeks must be served. Missouri, Ohio, Oregon, South Dakota, and Vermont, which had required 3 weeks, now require only 2.

The value of a reduction in the waiting period is particularly related to the business cycle. In years of rising activities, a short waiting period entails a considerable increase in benefit costs; in depression years, practically none. It was estimated that elimination of the additional weeks in Michigan would raise the State's benefit costs 1.6 percent in an "average" year. In Florida, the substitution of a 1-week for a 2-week waiting period will increase benefit payments at least 4 percent under conditions similar to those prevailing in 1940, and in Indiana about 8 percent on the basis of experience in the last half of 1939 and the first half of 1940.

Eligibility requirements were modified in 20 States but there was no uniformity in the amendments. Seven States<sup>6</sup> adopted a wage qualification expressed as a flat amount and ranging from \$100 to \$200, instead of one which was related to the benefit rate. In one of these States, Florida, although a requirement of earnings in at least 3 of 8 quarters was imposed in addition to \$200 earned in the period, the change is expected to result in reducing the proportion of ineligible claimants from 44 percent under the former law to 34 percent. Nevada and West Virginia modified their existing flat-earnings requirements to call also for earnings in more than 1 quarter of the base period, and Michigan increased the amount required to qualify for benefits and specified earnings in 2 quarters rather than \$50 in each of 2 quarters. Although it seems that, in most cases, an increased wage requirement would cut benefit costs because of the smaller number of eligible claimants, the Michigan agency expected a small rise (0.5 percent), since claimants eligible on the new basis would be entitled to greater benefits. In Arkansas, Georgia, Hawaii, Missouri, and Oklahoma the wage qualification used to determine eligibility was stiffened by increasing the multiple of the weekly benefit amount; in South Carolina and Utah it was relaxed for all claimants; and in Tennessee, for claimants entitled to the lowest benefit rate. Wisconsin claimants, who had pre-

viously been eligible for benefits from the account of any employer with whom they had served 4 weeks, now must show a total of at least 14 weeks of employment in 52, with all employers. Ohio added an earnings provision to its employment requirement.

Amendments to provisions for partial unemployment benefits were also adopted in several States. However, the 3 States—Montana, New York, and Pennsylvania—which had no provision for partial benefits failed to cover that type of unemployment. In West Virginia a 2-year-old experiment in paying partial benefits on the basis of amounts earned in a calendar quarter was abandoned, and a plan for paying on the basis of time lost within a pay period was adopted in its stead.

### *Benefit Rights of Military Trainees*

The mobilization of the National Guard and reserve components of the military and naval forces and the enactment of the Selective Training and Service Act of 1940 brought before the State legislatures the problem of assuring that the unemployment benefit rights of persons called into the armed forces would not lapse before the individuals were released. Late in 1940 the New Jersey law had been amended to include a statement that rights should not be prejudiced because of induction into military service. During 1941, 37 States adopted provisions for freezing benefit rights.

Most of the military-service provisions make available to a claimant who has been recently discharged from the armed forces the same amount of benefits as those to which he would have been entitled had he been unemployed at the time of entry into service. This result is accomplished by modifying the usual base period to exclude quarters of military service, a type of provision adopted by 30 States.<sup>7</sup> In 4 other States—Florida, Georgia, South Carolina, and Tennessee—the administrative agency is directed to adopt regulations for freezing benefit rights.

Three States, instead of preserving existing rights, grant new ones by automatically crediting the discharged individual with a certain amount

<sup>6</sup> Connecticut, Florida, Kansas, Maryland, Massachusetts, Minnesota, and Nebraska.

<sup>7</sup> Arizona, Arkansas, California, Colorado, Connecticut, Delaware, Hawaii, Indiana, Iowa, Kansas, Maine, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Montana, Nebraska, Nevada, New Hampshire, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, Rhode Island, South Dakota, Vermont, and Wisconsin.

of wage credits for each quarter of military service. Utah allocates to each such quarter an amount equal to the individual's highest quarterly earnings in the 8 quarters preceding induction. In Illinois and Washington the credit is sufficient to provide maximum benefits if the claimant's base period consists entirely of service quarters; however, the Illinois law requires the individual to have earned qualifying wages prior to his entry into service, while in Washington he may have had no covered employment and still receive maximum credits if he was a resident of the State at time of induction.

Most of the freezing provisions apply only to individuals who entered the armed forces after some date in 1940 and thus assure that the service arose from the defense emergency. The laws are not at all uniform, nor are many of them specific, as to the types of service covered. Some are so broad as to cover any individual who enters the military or naval forces or even civilian employment in Government arsenals, shell-loading plants, and other enterprises operated by the Government in connection with the defense program.

Many of the provisions are also limited to exclude persons released after some date a few years hence. This limitation will require subsequent legislatures to reconsider the provisions in the light of changing conditions and permit freedom of action in dealing with new problems which may arise.

### **Disqualifications**

The theory underlying disqualifications for unemployment benefits is to assure that an individual's unemployment is due to lack of work and not to some act of his own. For that reason, disqualification provisions in early laws were for relatively short periods of time following the disqualifying act, and unemployment extending beyond that date was considered due to conditions of the labor market and therefore compensable.

More recently, a new concept has become evident in the disqualification provisions—that of penalizing the disqualified worker either by making him serve an extremely long disqualification period or by reducing the amount of benefits otherwise due him in his benefit year. Begun in 1939, this trend was continued in 1940 and was quite evident in the legislation of 1941.

Prior to the 1941 legislative sessions, New York was the only State with no provision for disqualifying a worker who voluntarily left his job. In 1941 New York enacted such a provision. Of the 27 States which revised their existing provisions on voluntary leaving, 13<sup>\*</sup> increased the maximum period for which the claimant could be disqualified. Five of the 13—Colorado, Georgia, New Mexico, North Carolina, and West Virginia—as well as Minnesota and Wyoming, which did not provide an increase; and Arizona and Michigan, which decreased the maximum weeks of disqualification for voluntary leaving, added a provision whereby claimants' benefit rights would be reduced by a specified number of weeks. Ohio, which already had such a provision, increased the number of weeks by which benefits could be reduced. Florida, Kansas, and New Hampshire rescinded previous provisions for reduction of benefits, but Florida increased the number of weeks for which the claimant could be disqualified, and New Hampshire substituted a disqualification for the full period of unemployment next ensuing after voluntary leaving.

The provisions for disqualification in cases of discharge for misconduct were changed in 27 States. Massachusetts, which did not previously disqualify the claimant in such cases, added a disqualification for the duration of unemployment next ensuing after the claimant's discharge for misconduct. Nine States<sup>†</sup> increased the number of weeks for which the claimant could be disqualified. Colorado, Georgia, and North Carolina added provisions for the reduction of the claimant's maximum benefits, as did Maryland and Minnesota, which did not increase the number of weeks of disqualification, and Arizona, Michigan, and West Virginia, which decreased the number of weeks. Ohio, which already had such a provision, increased the number of weeks by which benefits might be reduced. Kansas and New Hampshire repealed provisions for reduction in cases of discharge for misconduct in general, but still impose a reduction in cases of discharge for felony. The Florida provision reducing benefit rights was dropped, but the maximum weeks for which the claimant could be dis-

<sup>\*</sup> Colorado, Delaware, Florida, Georgia, Illinois, Maryland, Nevada, New Mexico, North Carolina, North Dakota, Vermont, Washington, and West Virginia.

<sup>†</sup> Colorado, Delaware, Florida, Georgia, Illinois, Nevada, New Mexico, North Carolina, and North Dakota.

qualified was raised. Oklahoma and Vermont decreased the number of weeks of disqualification.

The disqualification for refusal of suitable work was amended in 18 States. Eight States<sup>10</sup> increased the maximum number of weeks for which the claimant can be disqualified. Of the 8, Colorado, Maryland, Georgia, and North Carolina added a provision for reduction of benefits by a specified number of weeks, as did Idaho, Michigan, and Wyoming, which retained their previous maximum of 5 weeks. Missouri adopted a provision for disqualification and reduction, in lieu of the previous provisions for cancelation of all prior wage credits. Kansas, on the other hand, repealed its provision for the reduction in benefits. Minnesota changed from a disqualification for a given number of weeks to a requirement that the individual must again earn the full amount of qualifying wages before he is eligible for benefits.

The provisions for disqualification in case of a labor dispute were amended in 13 States. Three States added a provision that the disqualification is not to apply in certain cases: in Arkansas, if the dispute is due to the employer's failure to conform to an agreement or a labor law, or to accept conditions of work desired by a majority of his employees; in New Hampshire, if the stoppage is due solely to the employer's failure to abide by an employer-employee contract; in West Virginia, if conditions of work are less favorable than those of similar work in the locality, or if the employer closes the plant or dismisses employees in order to force a change in wages, hours, or other conditions. Lock-outs were also excepted from the category of labor disputes in Arkansas, Connecticut, and Ohio. Five States—Arkansas, Hawaii, New Mexico, North Dakota, and Oklahoma—will cease applying a disqualification to individuals or members of a grade or class of workers who are only financing a labor dispute. New York substituted for the previous 10-week waiting-period requirement a disqualification for either 7 weeks, in addition to the regular 3-week waiting period, or the duration of the dispute, whichever is less. A provision limiting the disqualification to 8 weeks was removed from the Alaska law.

Twenty-seven States made miscellaneous disqualification amendments. In general, new dis-

qualifications were adopted for causes not previously held disqualifying in those State laws, particularly with respect to individuals who have made claims fraudulently, those who have left work voluntarily to marry or because of marital obligations, and students. Nine States added a disqualification for cases of fraudulent claim—for as much as a year in 4 States—and 5 States increased the severity of the previous disqualification. Seven States disqualified women who voluntarily leave work in order to marry or because of marital obligations, while 3 States disqualified women who lose their positions on account of marriage. Two States extended disqualification to women who voluntarily quit work on account of pregnancy; 1 State, to those who are required to leave because of pregnancy; another, to those unavailable on account of pregnancy; and 2 States, for specified periods before and after childbirth. Six States added a disqualification with respect to students.

### Contributions

The principal amendments of 1941 affecting employer contributions—aside from those involving experience rating—were changes in the wage base for computing taxable pay rolls. Following the Federal Unemployment Tax Act, 26 State legislatures provided that contributions should be based on wages paid instead of wages payable. As also provided in the Federal act, amounts in excess of \$3,000 paid to an employee by an employer for services performed in any 1 year were exempted from contributions in 22 States. In all but 1 of these 22 States, as well as in 10 others, certain other payments were excluded, such as dismissal payments not legally required, payment of the employees' tax under the Federal Insurance Contributions Act, and payments into certain insurance or other benefit funds for employees.

The 1941 amendments concerning experience rating indicated no definite trend but reflected uncertainty as to the form which experience rating should take and the time when it should go into operation.

Alaska, Tennessee, and Utah repealed experience-rating measures, providing instead for further study of the problem, while Georgia introduced a rating plan but stipulated that its operation should be subject to continued study. In Maryland the only mention of experience rating, a

<sup>10</sup> Colorado, Georgia, Illinois, Maryland, Nevada, New Mexico, North Carolina, and North Dakota.



study provision, was removed from the unemployment compensation law.

The effective date for experience rating was changed under 7 laws; 4 States postponed<sup>11</sup> and 3 advanced<sup>12</sup> the beginning of contribution-rate modifications. In addition, the due date for the report on the study required under the Washington law was postponed from 1941 to 1943, while the report under the Montana law will be due in 1943, 2 years earlier than the date formerly set.

The significant changes made in measures of experience with unemployment risks also displayed considerable variety. The newly enacted Georgia plan rates an employer on the basis of the ratio of his reserves (contributions minus benefits) to his average annual pay roll. The same type of plan, usually referred to as the reserve-ratio plan, was discarded by the Florida and Oklahoma legislatures; Oklahoma substituted a beneficiary wage-ratio plan, which relates to pay rolls the total base-period wages paid by an employer to employees who become eligible for benefits, while Florida introduced the benefit-ratio type of rating, which relates the benefits charged against an employer's account to his pay roll. The measure of experience under the Minnesota law, which was changed from the reserve-ratio to the beneficiary wage-ratio plan in 1939, was again changed in 1941 to the benefit-ratio plan. Another direct contrast appears in the action of the North Carolina and South Dakota legislatures; the former substituted the reserve-ratio plan for one which required the administrative agency to decide on the method for measuring an employer's experience, while the latter substituted administrative rating for the reserve-ratio system.

In several other States where the essential fea-

tures of the existing experience measures were retained, modifications were made in the amounts to be credited to an employer's account, in the manner of charging benefits, or in the length of pay-roll base used in calculating ratios.

As to contribution rates assignable under experience-rating provisions, there was again no definite direction to the changes. Maximum contribution rates were reduced under 4 laws and increased under 2, while minimum rates were decreased under 2 laws and increased under 2. More significant changes occurred in Indiana, where the reserve requirement for each rate was lowered; in Connecticut, where 2 different rate schedules were prescribed, each to apply when the balance in the State fund is within or above certain limits; and in Michigan, where State experience was eliminated as a medium for weighting employer experience in determining applicable contribution rates.

One important development was the adoption or strengthening of State-wide reserve requirements. These requirements are usually phrased as ratios of the fund's balance to past benefits or pay rolls or as given dollar amounts and may specify that no individual rate reductions may be granted unless the requirement is met; or that no rates may be lower than a specified percent; or that each employer's contribution may be increased by the addition of a specified percent of annual pay rolls to the rate otherwise applicable. Six States<sup>13</sup> adopted these safety limits, and 7 others<sup>14</sup> strengthened the requirements already provided in their experience-rating plans. Colorado was the only State to lower the requirement. The Oklahoma amendments did away with the State-wide reserve requirement, but the new experience-rating plan adopted attempts to replenish the fund each year by the amount of benefits paid out.

<sup>11</sup> Arizona from January 1, 1941, to January 1, 1942; Arkansas from January 1 to April 1, 1942; the District of Columbia from July 1, 1942, to July 1, 1943; and Nevada from January 1, 1942, to January 1, 1943.

<sup>12</sup> Connecticut from July 1 to April 1, 1941; Hawaii from July 1, 1942, to April 1, 1941; and Kansas from January 1, 1942, to January 1, 1941.

<sup>13</sup> California, Georgia, Missouri, Ohio, Oregon, and South Dakota.

<sup>14</sup> Connecticut, Florida, Hawaii, Nebraska, New Hampshire, South Carolina, and Wisconsin.

# PUBLIC ASSISTANCE

BUREAU OF PUBLIC ASSISTANCE • DIVISIONS OF  
OPERATING STATISTICS AND ANALYSIS AND ASSISTANCE ANALYSIS

## Methods of Financing General Relief \*

Responsibility for financing general relief lies entirely with the States and their political subdivisions. This arrangement has prevailed since the beginning of 1936 when the Federal Government assumed financial responsibility for a Federal work program under the Work Projects Administration, and for grants-in-aid to States with approved plans for old-age assistance, aid to dependent children, and aid to the blind, and discontinued responsibility for direct relief. The methods adopted by the States and localities to meet this responsibility vary widely among the States and the local units of a single State and are affected by the ability and willingness of the State and local units to bear the cost and by prevailing community attitudes toward relief.

The total cost of general relief in the continental United States is borne about equally by the States and by the localities. During the fiscal year 1940-41, aggregate expenditures from State funds represented 56 percent of the total of \$337 million expended for assistance. In more than half the States, however, the localities assumed the greater share of relief costs (table 2).<sup>1</sup>

The division of financial responsibility varies

\*As of January 1940. With a few possible exceptions this information is considered to represent financing arrangements in 1940-41.

<sup>1</sup>Data in table 2 differ slightly from data published in the November 1941 Bulletin, p. 33. Expenditures for the District of Columbia have been omitted, and data for a few States revised.

Table 1.—State and local revenues earmarked for general relief

Type of revenue	Number of States <sup>1</sup> financing general relief from earmarked revenues	
	State funds	Local funds
Sales tax	8	1
Liquor and/or beverage tax	5	
Use tax	3	
Income tax	2	
Public-utilities tax	2	
Gasoline tax	1	1
Property tax		16
Other <sup>2</sup>	8	

<sup>1</sup>Data for 2 States not available.

<sup>2</sup>Includes taxes on used cars, luxuries, advertising, pool tables, bowling alleys, domino rooms, horse and dog racing, travel bureaus, amusements, oil severance, corporation franchises, inheritances, gifts, admissions, and cigarettes.

widely from State to State and ranges from complete State financing in 2 States to complete local financing in 12 States. In the remaining 34 States,

Table 2.—General relief: Expenditures for assistance to cases, by source of funds and State, fiscal year 1940-41

[Amounts in thousands]

State	Amount			Percentage distribution <sup>1</sup>	
	Total	State funds	Local funds	State funds	Local funds
Total, continental United States <sup>2</sup>	\$337,326	\$189,557	\$147,769	56.2	43.8
Alabama	259	127	132	49.0	51.0
Arizona	586	586		100.0	
Arkansas	292	292	( <sup>3</sup> )	100.0	( <sup>3</sup> )
California	28,621	19,127	9,484	66.9	33.1
Colorado	2,066	1,650	406	80.2	19.8
Connecticut	4,203	1,143	3,060	27.2	72.8
Delaware	272	136	136	50.0	50.0
Florida	735		735		100.0
Georgia	498		498		100.0
Idaho	508	222	286	43.7	56.3
Illinois	40,615	31,406	9,209	77.3	22.7
Indiana	4,526		4,526		100.0
Iowa	4,659	1,408	3,251	30.2	69.8
Kansas	2,816	1,187	1,629	42.2	57.8
Kentucky	559		559		100.0
Louisiana	2,025	2,025	( <sup>3</sup> )	100.0	( <sup>3</sup> )
Maine <sup>4</sup>	2,751	932	1,819	33.9	66.1
Maryland	2,122	1,056	1,066	49.8	50.2
Massachusetts <sup>5</sup>	16,325	3,265	13,060	20.0	80.0
Michigan	11,834	6,762	5,072	57.1	42.9
Minnesota	8,338	2,394	5,944	28.7	71.3
Mississippi	35		35		100.0
Missouri	3,760	3,664	96	97.4	2.6
Montana	718	369	349	51.5	48.5
Nebraska	1,168		1,168		100.0
Nevada	91	2	89	2.5	97.5
New Hampshire <sup>6</sup>	1,713		1,713		100.0
New Jersey	9,990	6,826	3,164	68.3	31.7
New Mexico <sup>7</sup>	170	164	6	96.5	3.5
New York	100,348	41,946	58,402	41.8	58.2
North Carolina <sup>8</sup>	438		438		100.0
North Dakota	539	289	250	53.6	46.4
Ohio	15,366	9,520	5,846	62.0	38.0
Oklahoma	659	173	486	26.2	73.8
Oregon	1,583	1,072	511	67.7	32.3
Pennsylvania	45,609	45,609		100.0	
Rhode Island	2,797	998	1,799	35.7	64.3
South Carolina	220	110	110	50.0	50.0
South Dakota	682		682		100.0
Tennessee	239		239		100.0
Texas	1,114		1,114		100.0
Utah	1,486	1,263	223	85.0	15.0
Vermont	431		431		100.0
Virginia	667	417	250	62.5	37.5
Washington	2,453	1,286	1,167	52.4	47.6
West Virginia	1,254	889	365	70.9	29.1
Wisconsin	8,970	1,046	7,924	11.7	88.3
Wyoming	226	186	40	82.4	17.6

<sup>1</sup>Based on unrounded data.

<sup>2</sup>Excludes District of Columbia which expended \$600,369 during fiscal year.

<sup>3</sup>Data not available.

<sup>4</sup>Estimated.

<sup>5</sup>Includes \$207,177 for medical care, \$216,208 for hospitalization, and \$54,323 for burials.

<sup>6</sup>Data include payments for medical care during July and August 1940.

<sup>7</sup>Partly estimated.

<sup>8</sup>Data on payments from local funds are incomplete.

<sup>9</sup>Includes \$603,000 estimated as expended by local relief officials.

relief costs are paid from both State and local funds. Grouped according to percentage of State participation during the fiscal year 1940-41, the States rank as follows:

<i>No State participation</i>		<i>0.1-24.9 percent</i>
Florida	New Hampshire	Massachusetts
Georgia	North Carolina	Nevada
Indiana	South Dakota	Wisconsin
Kentucky	Tennessee	
Mississippi	Texas	
Nebraska	Vermont	
<i>25.0-49.9 percent</i>		<i>50.0-74.9 percent</i>
Alabama		California
Connecticut		Delaware
Idaho		Michigan
Iowa		Montana
Kansas		New Jersey
Maine		North Dakota
Maryland		Ohio
Minnesota		Oregon
New York		South Carolina
Oklahoma		Virginia
Rhode Island		Washington
		West Virginia
<i>75.0-99.9 percent</i>		<i>100.0 percent</i>
Arkansas		Arizona
Colorado		Pennsylvania
Illinois		
Louisiana		
Missouri		
New Mexico		
Utah		
Wyoming		

General relief is financed almost entirely from current revenues. This situation is in sharp contrast to the practices prevailing in the early years of the depression. During the fiscal year 1934-35, almost 60 percent of State funds and 27 percent of local funds for general relief were obtained through public borrowing.<sup>2</sup>

<sup>2</sup> Federal Emergency Relief Administration, Division of Research, Statistics and Finance, *Monthly Report*, July 1935, p. 64, and December 1935, p. 46.

Most State and local governments finance relief from general rather than earmarked revenues. In 23 of the States, which as a group accounted for somewhat less than 40 percent of total relief expenditures in the United States during 1940-41, general revenues are the only source of funds available to the States and localities for relief. Earmarked revenues, on the other hand, represent the sole source of funds in 6 States, whose combined expenditures comprise about 3 percent of the United States total.

In the remaining States, general relief funds are provided from both general and earmarked revenues. The proportion from each source differs widely among these States. For example, in New York all State and local funds, except in New York City, are obtained from general revenues; while in Illinois the bulk of both State and local funds is derived from earmarked revenues. Table 3 shows data relating to individual States.

General sales taxes represent the revenue most commonly earmarked for relief purposes. Liquor and beverage taxes are only slightly less important. Of the 13 States which follow the practice of earmarking revenues for general relief, 8 earmark sales taxes and 5 liquor and beverage taxes. Less commonly earmarked for this purpose are use taxes in 3 States, income taxes in 2 States, and taxes on public utilities in 2 States. Other taxes earmarked for relief are shown in table 1. The number of different taxes earmarked in a single State ranges from one in Oregon and Utah to eight in Arkansas.

Earmarked revenues at the local level are obtained almost exclusively from fixed mill levies on general property. However, local funds for general relief in New York City are supplied by a city sales tax and in the cities and towns of Alabama by a gasoline tax (table 1).



Table 3.—Sources of State and local funds for financing payments to recipients of general relief, by State.<sup>1</sup>

State	Sources of State funds		Sources of local funds at specified levels of local government	
	Extent of financing from general and/or earmarked revenues	Specific revenues earmarked	Extent of financing from general and/or earmarked revenues <sup>2</sup>	Specific revenues earmarked
Alabama.....	Partly from general revenues and partly from earmarked revenues.	Unspecified portion of: 20 percent of beverage tax. 25 percent of 2-percent sales tax.	Partly from general revenues and partly from earmarked revenues in majority of cities and towns; in some cities and towns, entirely from general revenues and in others, entirely from earmarked revenues.	Unspecified portion of gasoline tax.
Arizona.....	Entirely from earmarked revenues.	Unspecified portion of: 15 percent of 2-percent sales tax. Luxury tax.	No local funds.....	No local funds.
Arkansas.....	Entirely from earmarked revenues.	Unspecified portion of: Advertising tax. Pool-table, bowling-alley, and domino-room tax. Travel-bureau tax. Retail-sales tax. Liquor tax. Wine tax. Horse-racing tax. Dog-racing tax.	Data not available.....	Data not available.
California.....	Entirely from general revenues. <sup>3</sup>	None.....	Entirely from general revenues in all counties.....	None.
Colorado.....	Entirely from general revenues.	None.....	Entirely from earmarked revenues in majority of counties; partly from general revenues and partly from earmarked revenues in remaining counties.	Unspecified portion of special levy ranging from .01 to 4.17 mills on general property.
Connecticut.....	Entirely from general revenues.	None.....	Entirely from general revenues in all cities and towns.	None.
Delaware.....	Entirely from general revenues.	None.....	Entirely from general revenues in all counties.....	None.
District of Columbia.....	Entirely from general revenues.	None.....	No political subdivisions.....	No political subdivisions.
Florida.....	No State funds.....	No State funds.....	Entirely from general revenues in majority of counties and in all cities; partly from general revenues and partly from earmarked revenues in some counties; entirely from earmarked revenues in 1 county.	Special levy on general property.
Georgia.....	No State funds.....	No State funds.....	Entirely from general revenues in all counties, cities, and towns.	None.
Idaho.....	Entirely from general revenues.	None.....	Entirely from earmarked revenues in majority of counties; partly from general revenues and partly from earmarked revenues in some counties; entirely from general revenues in 3 counties. <sup>4</sup>	Special levy of 2 mills on general property.
Illinois.....	Partly from general revenues and partly from earmarked revenues.	33½ percent of retailers occupational tax and 3-percent public-utilities tax.	Entirely from earmarked revenues in majority of counties and in the city of Chicago; partly from general revenues and partly from earmarked revenues in remaining counties and townships.	Special levy not to exceed 3 mills on real and personal property.
Indiana.....	No State funds.....	No State funds.....	Entirely from earmarked revenues in all townships. <sup>5</sup>	Special levy on real and personal property.
Iowa.....	Partly from general revenues and partly from earmarked revenues.	Specified sum from: Sales tax. Income tax.	Entirely from earmarked revenues in majority of counties; partly from general revenues and partly from earmarked revenues in the remaining counties. <sup>6</sup>	Special levy not to exceed 3 mills on general property.
Kansas.....	Entirely from earmarked revenues.	Unspecified portion of: Retail-sales tax. 10 percent of cigarette tax.	Entirely from earmarked revenues in majority of counties and partly from earmarked revenues in remaining counties. <sup>7</sup>	Unspecified portion of special levy not to exceed 3 mills on general property.
Kentucky.....	No State funds.....	No State funds.....	Entirely from general revenues in all counties and cities.	None.
Louisiana.....	Entirely from earmarked revenues.	Unspecified portion of: Sales and use tax. Amusement tax (New Orleans only). 80 percent of 2-cent gasoline tax.	( <sup>8</sup> ).....	Data not available.
Maine.....	Entirely from general revenues.	None.....	Entirely from general revenues in all cities, towns, and plantations.	None.
Maryland.....	Entirely from general revenues.	None.....	Entirely from general revenues in all counties and city of Baltimore.	None.
Massachusetts.....	Entirely from general revenues.	None.....	Entirely from general revenues in all cities and towns.	None.
Michigan.....	Entirely from general revenues.	None.....	Entirely from general revenues in majority of counties, cities, and townships; entirely from earmarked revenues in remaining counties, cities, and townships.	Special levy on general property.
Minnesota.....	Entirely from general revenues.	None.....	Partly from earmarked revenues in all counties and in majority of cities, townships, and villages; <sup>9</sup> entirely from earmarked revenues in some cities, townships, and villages.	Special levy on general property not to exceed 1 mill in townships, and not less than 1 mill in cities and villages.
Mississippi.....	No State funds.....	No State funds.....	Entirely from general revenues in all counties and cities.	None.
Missouri.....	Entirely from general revenues.	None.....	Entirely from general revenues in all counties and cities.	None.
Montana.....	Entirely from general revenues.	None.....	Entirely from earmarked revenues in majority of counties; partly from general revenues and partly from earmarked revenues in remaining counties. <sup>10</sup>	Unspecified portion of special levy not to exceed 6 mills on general property.

See footnotes at end of table.

Table 3.—Sources of State and local funds for financing payments to recipients of general relief, by State<sup>1</sup>—Con.

State	Sources of State funds		Sources of local funds at specified levels of local government	
	Extent of financing from general and/or earmarked revenues	Specific revenues earmarked	Extent of financing from general and/or earmarked revenues <sup>2</sup>	Specific revenues earmarked
Nebraska.....	No State funds.....	No State funds.....	Partly from general revenues and partly from earmarked revenues in majority of counties; entirely from earmarked revenues in remaining counties.	Special levies on general property: 1 mill for poor fund; 1 mill for unemployment relief.
Nevada.....	Entirely from general revenues.	None.....	Entirely from general revenues in all counties.....	None.
New Hampshire.....	No State funds.....	No State funds.....	Entirely from general revenues in all counties, cities, and towns.	None.
New Jersey.....	Entirely from general revenues. <sup>11</sup>	None.....	Entirely from general revenues in all cities, towns, and townships.	None.
New Mexico.....	Entirely from earmarked revenues.	Unspecified portion of: Liquor licenses, fees, and taxes. First \$355,000 of oil-severance tax. Compensative use tax. Corporation-franchise tax.	Entirely from earmarked revenues in all counties....	Special levy of ¼ mill on general property.
New York.....	Entirely from general revenues.	None.....	Entirely from general revenues in all counties, cities, and towns, except New York City where entirely from earmarked revenues.	None, except 2-percent sales tax in New York City.
North Carolina.....	No State funds.....	No State funds.....	Entirely from general revenues in all counties and cities.	None.
North Dakota.....	Entirely from general revenues. <sup>12</sup>	None.....	Partly from general revenues in majority of counties, <sup>13</sup> and entirely from general revenues in remaining counties.	None. <sup>14</sup>
Ohio.....	Partly from general revenues and partly from earmarked revenues.	Public-utility excise tax. Beer tax. Admissions tax.	Entirely from general revenues in majority of counties and cities; <sup>15</sup> partly from general revenues in remaining counties. <sup>16</sup>	None.
Oklahoma.....	Entirely from earmarked revenues.	Use tax. Used-car excise tax.	Entirely from earmarked revenues in all counties....	Special levy on general property.
Oregon.....	Partly from general revenues and partly from earmarked revenues.	Unspecified portion of liquor tax.	Entirely from general revenues in all counties.....	None.
Pennsylvania.....	Entirely from general revenues.	None.....	No local funds.....	No local funds.
Rhode Island.....	Entirely from general revenues.	None.....	Entirely from general revenues in all cities and towns.	None.
South Carolina.....	Entirely from general revenues.	None.....	Entirely from general revenues in all counties.....	None.
South Dakota.....	No State funds. <sup>17</sup>	No State funds.....	Entirely from general revenues in all counties.....	None.
Tennessee.....	No State funds.....	No State funds.....	Entirely from general revenues in all counties and cities.	None.
Texas.....	No State funds.....	No State funds.....	Entirely from general revenues in all counties and towns and in majority of cities; partly from general revenues and partly from earmarked revenues in 2 cities; entirely from earmarked revenues in remaining city.	Data not available.
Utah.....	Entirely from earmarked revenues.	Unspecified portion of 2-percent sales tax.	Entirely from earmarked revenues in all counties....	Unspecified portion of special levy not to exceed 5 mills on general property.
Vermont.....	No State funds.....	No State funds.....	Entirely from general revenues in all cities and towns.	None.
Virginia.....	Entirely from general revenues.	None.....	Entirely from general revenues in all counties and cities.	None.
Washington.....	Entirely from general revenues.	None.....	Entirely from earmarked revenues in all counties....	Unspecified portion of special levy of 3 mills on general property.
West Virginia.....	Entirely from general revenues.	None.....	Entirely from general revenues in all counties.....	None.
Wisconsin.....	Entirely from earmarked revenues.	Inheritance tax. Surtax. Gift tax.	Entirely from general revenues in all counties, cities, towns, and villages.	None.
Wyoming.....	Entirely from general revenues.	None.....	Entirely from earmarked revenues in all counties....	Unspecified portion of special levy of 1 mill on general property.

<sup>1</sup> As of January 1940.

<sup>2</sup> Terms "all," "majority," and "some" in this column relate to only those local units providing funds for general relief, and not to all local units in the State.

<sup>3</sup> No State funds since June 30, 1941, when State Relief Administration was abolished.

<sup>4</sup> In 2 additional counties, entirely by transfers from road and bridge funds.

<sup>5</sup> Except for small amounts obtained from poor-fund bonds issued by counties and transferred to townships in cases of financial distress.

<sup>6</sup> In addition, transfers from emergency funds and funds for insane, and special borrowing for relief.

<sup>7</sup> Remainder from public assistance bonds issued in some counties.

<sup>8</sup> Negligible amount of local funds provided; entirely from general revenues in the 3 parishes, 1 town, and 4 cities; entirely from earmarked revenues in 1 city; and partly from general revenues and partly from earmarked revenues in 1 city.

<sup>9</sup> Remainder by transfers from other funds and special borrowing for relief in all counties and in some cities, towns, and villages.

<sup>10</sup> In addition, transfers from road and bridge funds in some counties.

<sup>11</sup> In addition, funds available in January 1940 from State relief bonds issued in a prior period.

<sup>12</sup> Effective July 1, 1940, ½ of revenues from State sales tax earmarked for public assistance and general relief.

<sup>13</sup> Remainder by transfers from road and bridge funds.

<sup>14</sup> During 1939, special poor relief deficit tax levied by 19 counties.

<sup>15</sup> Special borrowing for relief in some cities.

<sup>16</sup> Remainder by transfers from special funds in some counties and special borrowing in others.

<sup>17</sup> Specified portion of revenue from beverage taxes and licenses returned to counties primarily for hospitalization of indigent persons.

## Statistics for the United States

Total expenditures in January for public assistance and earnings under the several Federal work programs in the continental United States are estimated at \$162 million, about 4 percent less than the December total and 27 percent below January 1941 expenditures (table 4). There was little change from December to January, however, in the total number of recipients and households benefited by these payments (table 5).

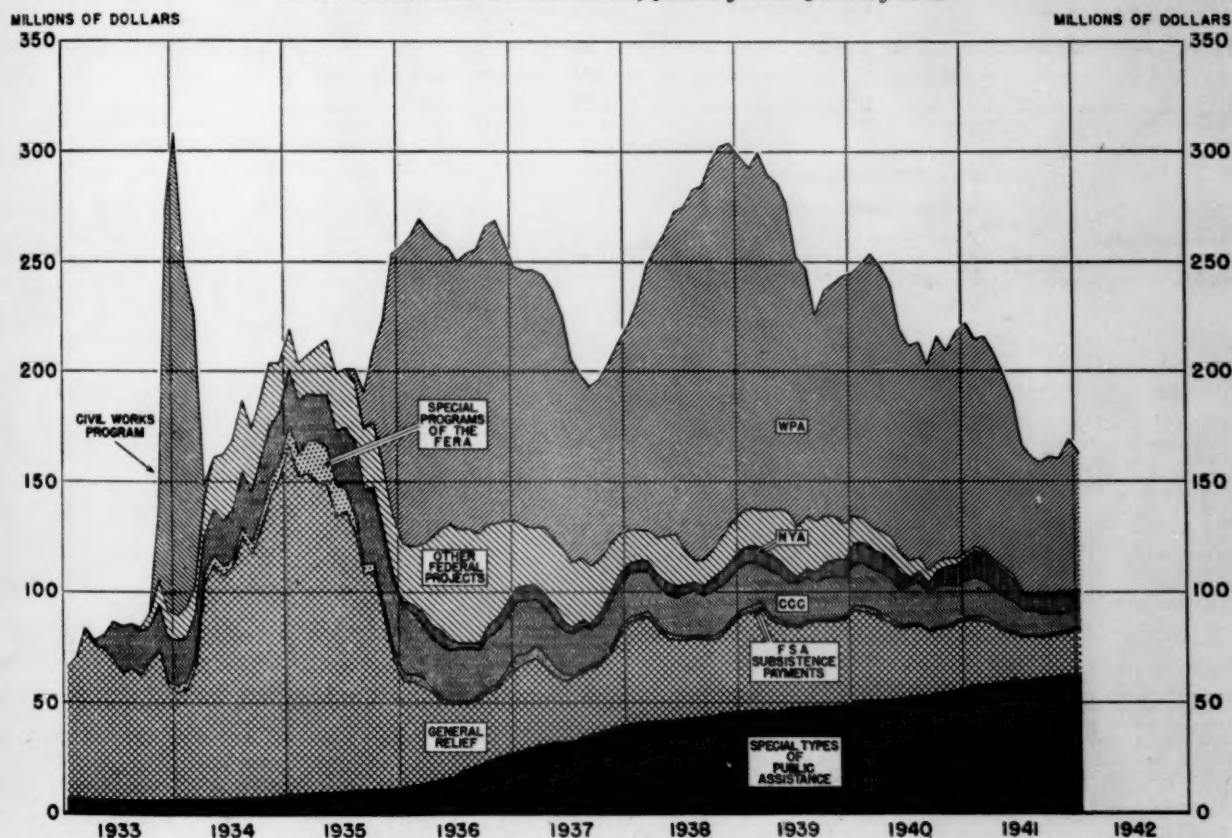
All three of the special types of public assistance showed increased payments and larger numbers of recipients in January. A change in reporting procedure in Arkansas accounted for part of the increase. Payments of \$47.9 million were made to 2.2 million recipients of old-age assistance. These figures represent only slight increases from the previous month, but were 13 percent and 8 percent, respectively, above the previous January. Aid to dependent children and aid to the blind

likewise increased with respect to both payments and recipients, as compared with totals for December and January 1941.

General relief payments amounted to \$20.2 million, 3.6 percent more than in December but 34 percent less than in January 1941. Subsistence payments of \$1.4 million, certified by the Farm Security Administration, were almost double the amount certified for December although only slightly less than the amount for January 1941.

Earnings under the work program of the Work Projects Administration continued to account for the largest share of total assistance and earnings, although the \$61.8 million expended in January was somewhat less than in December and 40 percent below the figure for January 1941. Both earnings and the number of persons employed have shown almost continuous declines during the past year.

Chart 1.—Public assistance and Federal work programs: Payments to recipients and earnings of persons employed in the continental United States, January 1933–January 1942<sup>1</sup>



<sup>1</sup> Includes estimate for CCC and other Federal work programs for January 1942.



**Table 4.—Public assistance and Federal work programs: Assistance and earnings in the continental United States, by month, January 1941–January 1942<sup>1</sup>**

(In thousands)

Year and month	Total <sup>2</sup>	Assistance to recipients					Earnings of persons employed under Federal work programs					Earnings on regular Federal construction projects <sup>1</sup>	
		Special types of public assistance			General relief	Subsistence payments certified by the Farm Security Administration <sup>3</sup>	Civilian Conservation Corps <sup>4</sup>	National Youth Administration <sup>5</sup>		Work Projects Administration <sup>6</sup>	Other Federal agency projects financed from emergency funds <sup>7</sup>		
		Old-age assistance	Aid to dependent children	Aid to the blind				Student work program	Out-of-school work program				
1941													
January	\$222,090	\$42,523	\$12,298	\$1,868	\$30,555	\$1,543	\$17,110	\$2,776	\$7,901	\$103,526	\$1,990	\$103,323	
February	215,115	43,001	13,191	1,871	28,883	1,680	18,152	3,165	9,224	94,069	1,849	113,700	
March	216,197	43,461	12,767	1,870	28,769	2,049	16,178	3,283	8,929	97,429	1,462	111,136	
April	208,565	43,884	12,866	1,885	26,279	1,667	15,073	3,352	8,419	93,692	1,448	116,152	
May	198,988	44,118	12,858	1,896	23,280	975	14,765	3,385	8,129	88,246	1,336	106,415	
June	188,052	45,686	12,803	1,896	20,581	1,670	12,902	2,595	7,992	80,754	1,173	110,103	
July	167,063	45,333	12,570	1,889	19,828	308	11,693	26	7,164	67,332	920	119,282	
August	161,119	45,693	12,573	1,905	19,645	442	11,430	1	7,507	61,136	787	129,808	
September	158,648	46,186	12,562	1,910	18,546	318	10,665	150	7,384	60,285	642	137,119	
October	161,397	46,858	12,697	1,949	18,591	372	9,616	1,731	7,115	61,974	494	156,601	
November	160,402	47,234	12,843	1,969	18,438	509	9,572	2,363	7,419	59,732	323	167,074	
December	169,478	<sup>10</sup> 47,306	<sup>10</sup> 13,026	<sup>10</sup> 1,983	19,474	748	8,448	2,301	6,849	68,863	<sup>8</sup> 480	166,800	
1942													
January	<sup>11</sup> 162,000	47,917	13,310	2,022	20,172	1,404	( <sup>12</sup> )	1,842	5,747	61,775	<sup>9</sup> 253	170,267	

<sup>1</sup> Partly estimated and subject to revision. For 1933 data, see the Bulletin, February 1941, p. 66; for January 1934–December 1940, see the Bulletin, February 1942, pp. 26–27. For definitions of terms, see the Bulletin, September 1941, pp. 50–52.

<sup>2</sup> Data exclude earnings on regular Federal construction projects.

<sup>3</sup> Data from the FSA.

<sup>4</sup> Data from the CCC. Beginning with July 1941, earnings of persons enrolled estimated by the CCC by multiplying average monthly number of persons enrolled by average of \$67.20 for each month for enrollees other than Indians and \$60.50 for Indians.

<sup>5</sup> Data from the NYA.

<sup>6</sup> Data from the WPA.

<sup>7</sup> Data from the Bureau of Labor Statistics.

<sup>8</sup> Excluded from total; data from the Bureau of Labor Statistics.

<sup>9</sup> Beginning with October 1941, represents earnings on projects financed from PWA funds only. Data not available for other Federal agency projects financed under Emergency Relief Appropriation acts. (Latest available report showed total earnings of approximately \$100,000.)

<sup>10</sup> Revised. See footnotes referring to Arkansas in tables 9, 10, and 11.

<sup>11</sup> Partly estimated.

<sup>12</sup> Data not available.

**Table 5.—Public assistance and Federal work programs: Recipients of assistance and persons employed in the continental United States, by month, January 1941–January 1942<sup>1</sup>**

(In thousands)

Year and month	Estimated unduplicated total <sup>1</sup>		Recipients of assistance					Persons employed under Federal work programs						Persons employed on regular Federal Construction projects <sup>1</sup>
	Households	Persons in these households	Special types of public assistance			Cases receiving general relief	Cases for which subsistence payments were certified by the Farm Security Administration <sup>2</sup>	Civilian Conservation Corps <sup>4</sup>	National Youth Administration <sup>3</sup>		Work Projects Administration <sup>6</sup>	Other Federal agency projects financed from emergency funds <sup>7</sup>		
			Old-age assistance	Aid to dependent children					Aid to the blind	Student work program			Out-of-school work program	
				Families	Children									
1941														
January	5,445	15,064	2,075	376	908	73	1,257	59	258	442	419	1,858	15	721
February	5,458	15,060	2,082	383	924	73	1,230	58	274	459	482	1,851	13	767
March	5,360	14,667	2,108	387	935	73	1,210	68	244	471	459	1,718	11	762
April	5,153	13,896	2,127	391	942	74	1,153	54	228	478	419	1,575	11	776
May	4,913	13,048	2,148	393	944	74	1,038	36	223	462	392	1,453	10	723
June	4,691	12,375	2,167	391	942	74	934	40	195	357	384	1,376	9	718
July	4,145	10,811	2,181	388	935	74	876	14	175	5	318	1,025	7	758
August	4,040	10,412	2,195	386	931	74	859	18	171	( <sup>9</sup> )	315	1,015	6	783
September	4,000	10,231	2,205	384	926	75	817	11	159	34	308	1,007	5	833
October	4,094	10,272	2,214	385	928	76	796	13	144	273	288	1,009	<sup>10</sup> 4	928
November	4,136	10,326	2,224	385	928	77	782	16	143	341	303	1,027	<sup>10</sup> 2	961
December	4,147	10,370	<sup>11</sup> 2,209	<sup>11</sup> 384	<sup>11</sup> 925	<sup>11</sup> 76	798	26	126	337	283	1,023	<sup>10</sup> 2	977
1942														
January	<sup>12</sup> 4,103	<sup>12</sup> 10,352	2,240	396	953	78	836	42	( <sup>12</sup> )	306	233	995	<sup>12</sup> 2	1,010

<sup>1</sup> Partly estimated and subject to revision. For 1933 data, see the Bulletin, February 1941, p. 68; for January 1934–December 1940, see the Bulletin, February 1942, pp. 28–29. For definitions of terms, see the Bulletin, September 1941, pp. 50–52.

<sup>2</sup> Estimated by the Work Projects Administration and the Social Security Board. Excludes persons employed on regular Federal construction projects.

<sup>3</sup> Data from the FSA.

<sup>4</sup> Data from the CCC.

<sup>5</sup> Data from the NYA. Beginning with July 1, 1941, number employed on out-of-school work program based on average of weekly employment counts during month.

<sup>6</sup> Data from the WPA.

<sup>7</sup> Data from the Bureau of Labor Statistics.

<sup>8</sup> Excluded from estimated unduplicated total; data from the Bureau of Labor Statistics.

<sup>9</sup> Less than 500 persons.

<sup>10</sup> Preliminary; represents employment on projects financed from PWA funds only. Data not available for other Federal agency projects financed under Emergency Relief Appropriation acts. (Latest available reports showed total employment of approximately 1,000.)

<sup>11</sup> Revised. See footnotes referring to Arkansas in tables 9, 10, and 11.

<sup>12</sup> Preliminary.

<sup>13</sup> Data not available.

**Table 6.—Special types of public assistance: Recipients and payments to recipients in States with plans approved by the Social Security Board, by month, January 1941–January 1942<sup>1</sup>**

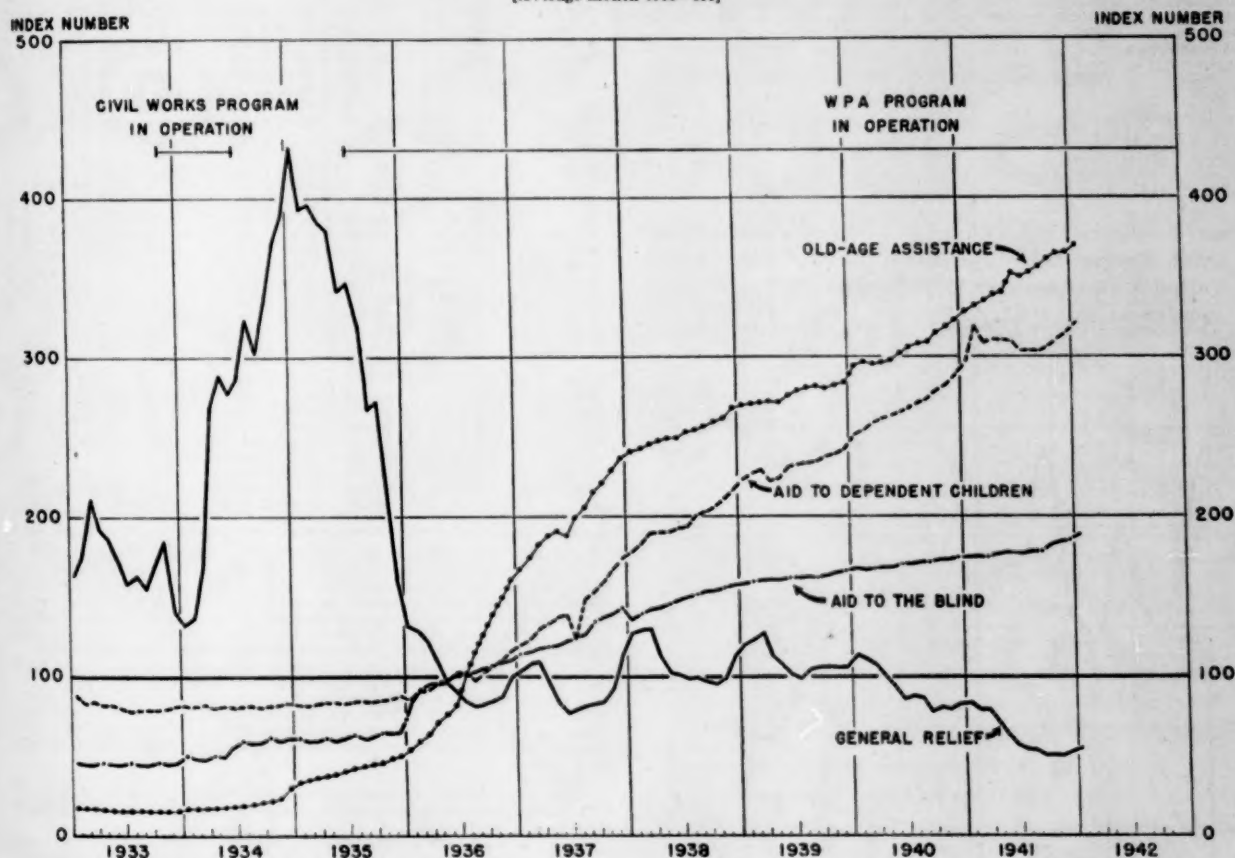
Year and month	Number of recipients				Amount of payments to recipients			
	Old-age assistance	Aid to dependent children		Aid to the blind	Total	Old-age assistance	Aid to dependent children	Aid to the blind
		Families	Children					
1941								
January	2,078,402	364,427	882,897	49,111	\$55,770,289	\$42,590,374	\$12,027,711	\$1,152,204
February	2,084,874	371,040	898,619	49,248	57,153,447	43,068,075	12,928,408	1,156,964
March	2,110,971	375,608	909,825	49,370	57,186,736	43,528,447	12,496,492	1,161,797
April	2,130,645	379,650	916,798	49,549	57,713,691	43,951,948	12,595,815	1,165,928
May	2,151,518	380,831	918,595	49,700	57,944,086	44,186,359	12,582,640	1,175,087
June	2,170,489	379,605	916,789	49,817	59,466,477	45,754,779	12,532,362	1,179,336
July	2,184,792	376,148	909,567	49,878	58,871,288	45,403,047	12,297,714	1,170,527
August	2,198,037	374,403	905,543	50,208	59,243,460	45,761,626	12,532,580	1,184,254
September	2,207,969	372,267	900,962	50,421	59,742,123	46,255,607	12,292,786	1,193,730
October	2,217,082	380,742	919,395	51,783	60,761,210	46,927,289	12,602,746	1,231,175
November	2,227,248	381,128	919,818	52,191	61,309,910	47,302,808	12,759,790	1,247,312
December	2,212,157	380,943	918,942	51,462	61,611,444	47,375,030	12,983,664	1,252,750
1942								
January	2,242,977	393,100	947,970	53,094	62,536,123	47,986,634	13,271,190	1,278,299

<sup>1</sup> For definitions of terms, see the Bulletin, September 1941, pp. 50–52.

<sup>2</sup> Revised. See footnotes referring to Arkansas in tables 9, 10, and 11.

**Chart 2.—Special types of public assistance and general relief: Index of payments to recipients in the continental United States, January 1933–January 1942**

[Average month 1936=100]



**Table 7.—Food stamp plan: Number of areas included and participants, and value of surplus-food stamps issued in the continental United States, by month, January 1941-January 1942<sup>1</sup>**

Year and month	Number of areas included <sup>2</sup>	Number of participants <sup>3</sup>		Value of surplus-food stamps issued
		Cases	Persons	
1941				
January.....	246	961,642	2,986,700	\$7,027,393
February.....	265	986,363	3,108,600	7,201,683
March.....	288	1,152,990	3,703,100	8,934,051
April.....	307	1,226,768	3,830,900	9,547,251
May.....	346	1,230,000	3,968,900	9,902,603
June.....	363	1,213,111	3,925,000	9,950,959
July.....	374	1,184,490	3,821,600	9,998,088
August.....	388	1,152,431	3,706,800	9,782,709
September.....	389	1,122,628	3,598,200	9,645,306
October.....	390	1,083,306	3,447,700	9,078,800
November.....	390	1,061,094	3,331,300	8,803,766
December.....	398	1,044,201	3,459,400	9,395,102
1942				
January <sup>4</sup> .....	401	1,095,636	3,527,300	9,428,392

<sup>1</sup> Data exclude persons receiving commodities under direct distribution program of the Surplus Marketing Administration or value of such commodities.

<sup>2</sup> An area represents a city, county, or group of counties.

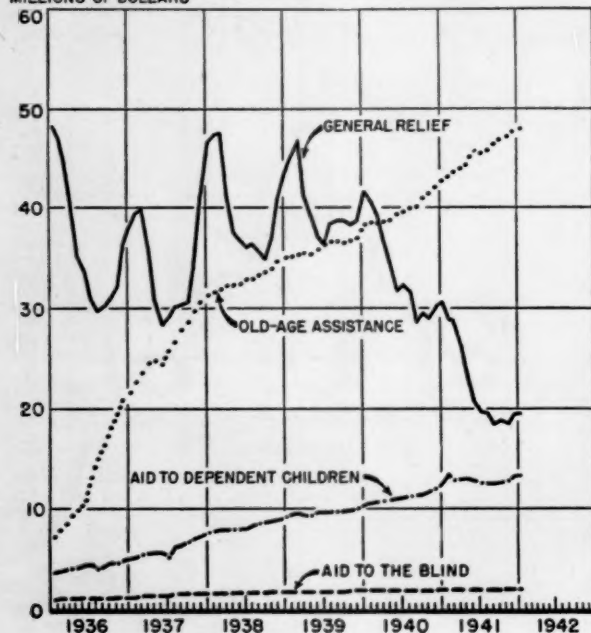
<sup>3</sup> Includes recipients of 3 special types of public assistance and of subsistence payments from the FSA; recipients of, and those eligible for, general relief; persons certified as in need of relief and employed on or awaiting assignment to projects financed by the WPA. Includes for 1 area (Shawnee, Okla.) some low-income families having weekly income of less than \$19.50 who have been eligible to participate since October 1939.

<sup>4</sup> Preliminary.

Source: U. S. Department of Agriculture, Surplus Marketing Administration.

**Chart 3.—Special types of public assistance and general relief: Payments to recipients in the continental United States, January 1936-January 1942**

MILLIONS OF DOLLARS



**Table 8.—General relief: Cases and payments to cases in the continental United States, by State, January 1942<sup>1</sup>**

State	Number of cases receiving relief	Amount of payments to cases	Average payment per case	Percentage change from—			
				December 1941 in—		January 1942 in—	
				Number of cases	Amount of payments	Number of cases	Amount of payments
Total <sup>2</sup> .....	836,000	\$20,172,000	\$24.13	+4.8	+3.6	-33.5	-34.0
Ala.....	2,269	19,880	8.76	-7	-1.6	-2.0	-3.8
Ariz.....	2,893	54,799	18.94	+2.6	+1.3	-8.7	+13.4
Ark.....	3,978	24,343	6.12	+3.4	+5.3	-9.7	-4.3
Calif.....	32,295	715,893	22.17	+2.3	+2.4	-63.8	-71.9
Colo. <sup>3</sup> .....	12,689	244,556	19.27	+23.5	+22.9	-19.2	+17.7
Conn.....	7,376	222,724	30.20	+3.7	+9	-45.0	-41.1
Del.....	767	10,679	21.75	+3.0	+1.9	-31.8	-35.0
D. C.....	2,040	50,966	24.98	-9	-1	-1.4	-2.0
Fla.....	7,825	59,743	7.63	-4.6	+9	-13.1	(9)
Ga.....	6,142	43,649	7.11	+1.9	-1.5	-10.6	-2.3
Idaho <sup>4</sup> .....	1,322	19,007	14.38	+7.9	+10.4	-44.4	-47.4
Ill.....	100,747	2,456,144	24.38	+1.3	+3.6	-33.2	-29.8
Ind. <sup>5</sup> .....	27,655	434,677	15.72	+12.0	+10.5	-37.8	-36.4
Iowa.....	19,845	342,587	17.26	+17.9	+19.4	-27.4	-25.8
Kans.....	12,390	220,534	17.80	+6.6	+5.3	-22.5	-9.0
Ky.....	4,600	47,000	10.22	-3	-2	+3.1	+5.7
La.....	11,854	191,922	16.19	-3	-2	+3.1	+5.7
Maine.....	6,033	145,404	24.10	+2.6	+4.1	-40.2	-36.1
Md.....	7,139	163,108	22.85	+6	-1.6	-17.7	-15.6
Mass.....	36,905	1,029,242	27.89	+4.4	-8	-30.0	-29.4
Mich.....	38,235	926,195	24.22	+13.4	+7.2	-25.6	-22.6
Minn.....	24,087	578,740	24.03	+6.3	+10.1	-30.8	-28.4
Miss.....	700	2,716	3.88	+2.6	+15.5	-22.5	-7
Mo.....	16,578	254,492	15.35	+5.2	+2.5	-33.7	-30.0
Mont.....	3,368	55,237	16.40	+8.5	+10.8	-27.3	-22.9
Nebr.....	7,163	91,367	12.76	+27.3	+26.9	-27.4	-23.4
Nev.....	463	6,938	14.98	-10.4	-8.0	-16.1	-12.2
N. H.....	3,969	102,705	25.75	+8.0	+13.9	-42.7	-40.2
N. J. <sup>6</sup> .....	24,516	625,690	25.52	+4.4	+5.2	-35.7	-33.3
N. Mex. <sup>7</sup> .....	1,291	13,175	10.21	+10.9	+2.2	-26.4	-4.7
N. Y.....	177,742	6,797,613	38.24	+1.8	-9	-25.1	-24.4
N. C.....	4,823	33,946	7.04	+6.3	+3.1	-14.9	-13.0
N. Dak.....	3,540	56,402	15.93	+24.0	+33.8	-13.7	+2
Ohio.....	46,471	950,332	20.45	+7.2	+6.9	-39.5	-34.7
Okla.....	10,430	53,287	(9)	(9)	+7.5	(9)	-11.4
Oreg.....	6,288	121,679	19.35	+6.3	+5.4	-35.5	-20.4
Pa.....	82,489	1,635,506	19.83	+2.1	+5.2	-47.1	-50.2
R. I. <sup>8</sup> .....	3,587	186,324	51.94	+8.9	+48.3	(11)	-8.4
S. C.....	2,398	19,865	8.28	-1.4	-2.0	+11.6	+10.6
S. Dak.....	3,538	55,304	15.63	+20.8	+30.7	-29.2	-21.4
Tenn.....	2,700	15,000	5.56	-1.8	-3.8	-19.0	-11.1
Tex.....	9,040	84,307	9.33	-4.4	+13.6	-17.8	+3.3
Utah.....	4,509	128,041	28.40	+8.4	-10.8	-35.7	-37.1
Vt.....	1,628	28,891	17.75	-8	+6.2	-11.5	-1.9
Va.....	5,176	53,825	10.40	+3.3	+5.9	-48.3	-20.3
Wash.....	8,983	195,348	21.75	+1.6	+9.9	+28.8	+64.7
W. Va.....	15,270	171,641	11.24	+8.1	+4.2	-38.2	-32.3
Wis.....	23,586	580,494	24.61	+9.0	+22.1	-21.5	-13.2
Wyo.....	1,135	18,960	16.70	+20.6			

<sup>1</sup> For definitions of terms, see the Bulletin, September 1941, pp. 50-52.

<sup>2</sup> Partly estimated; does not represent sum of State figures, because an estimated number of cases receiving medical care, hospitalization, and/or burial only and total payments for these services in 3 States have been excluded, an estimated number of cases aided and total payments to these cases aided by local officials in Rhode Island have been included, and data on cases aided in Oklahoma have been estimated to exclude duplication.

<sup>3</sup> Includes unknown number of cases receiving medical care, hospitalization, and/or burial only, and total payments for these services.

<sup>4</sup> Decrease of less than 0.05 percent.

<sup>5</sup> Excludes assistance in kind and cases receiving assistance in kind only and, for a few counties, cash payments and cases receiving cash payments. Amount of payments shown represents approximately 70 percent of total expenditures.

<sup>6</sup> Estimated.

<sup>7</sup> State program only; excludes program administered by local officials.

<sup>8</sup> Includes cases receiving medical care only; number believed by State agency to be insignificant.

<sup>9</sup> Represents 3,713 cases aided under program administered by State board of public welfare, and 6,717 cases aided by county commissioners; amount of duplication believed to be large; average per case and percentage change in number of cases cannot be computed.

<sup>10</sup> State unemployment relief program only. It is estimated that, in addition, 1,100 cases received \$22,000 from local officials.

<sup>11</sup> Comparable data not available.



Table 9.—Old-age assistance: Recipients and payments to recipients, by State, January 1942<sup>1</sup>

State	Number of recipients	Amount of payments to recipients	Average payment per recipient	Percentage change from—			
				December 1941 in—		January 1941 in—	
				Number of recipients	Amount of payments	Number of recipients	Amount of payments
Total <sup>2</sup>	2,242,977	\$47,986,634	\$21.39	+1.4	+1.3	+7.9	+12.7
Ala.	20,768	188,129	9.06	+1	+4	+2.7	+1.2
Alaska	1,570	45,839	29.20	+1	+2	+6	+3.9
Ariz.	9,295	318,470	34.26	+6	+9	+8.7	+32.9
Ark.	25,037	208,601	8.33	( <sup>3</sup> )	( <sup>3</sup> )	-1.6	+4.8
Calif.	158,478	5,783,218	36.49	-2	-2	+4.4	+7
Colo.	42,951	1,412,900	32.90	+1	+10.1	+2.6	-2.7
Conn.	17,856	517,976	29.01	+4	+2	+2.1	+5.2
Del.	2,446	30,501	12.47	-6	+5	-1.8	-7.3
D. C.	3,589	93,930	26.17	+8	+1.2	+4.1	+7.0
Fla.	39,115	544,092	13.91	+1.0	+2.2	+3.5	+14.2
Ga.	59,034	508,368	8.61	+2.9	+3.6	+43.7	+49.5
Hawaii	1,807	23,861	13.20	-4	+1.3	+1	+3.6
Idaho	9,783	224,233	22.92	+6	+8	+7.2	+9.6
Ill.	149,510	3,731,546	24.96	+2	+1.5	+4.8	+17.7
Ind.	69,986	1,314,188	18.78	+5	+7	+4.0	+7.5
Iowa	56,990	1,205,322	21.15	-3	( <sup>3</sup> )	+9	+2.8
Kans.	30,838	710,987	23.06	+5	+1.2	+9.6	+25.2
Ky.	59,868	559,039	9.34	-1	+8	+10.6	+15.7
La.	35,646	472,623	13.26	-3	-1	+3.3	+0.6
Maine	15,235	320,654	21.05	+2.2	+2.2	+16.4	+17.8
Md.	17,265	320,785	18.58	-6	-6	-4.9	-6
Mass.	87,912	2,607,117	29.66	+1	-2	+1.1	+3.7
Mich.	93,423	1,695,273	18.15	+3	+1.0	+18.7	+28.2
Minn.	63,566	1,400,076	22.03	( <sup>3</sup> )	+3	+1.0	+5.1
Miss.	27,780	249,416	8.98	+3	+7	+8.7	+13.2
Mo.	117,308	1,534,913	13.08	-1	+5	+7.5	-21.2
Mont.	12,520	269,954	21.56	( <sup>3</sup> )	+7	+2.1	+12.9
Nebr.	29,759	597,215	20.07	+1	+3	+4.2	+8.2
Nev.	2,273	67,853	29.85	-3	+4	-1.3	+10.8
N. H.	7,265	162,290	22.34	+4	+1.1	+8.9	+13.8
N. J.	30,697	684,208	22.29	-6	-3	-2.0	+3.8
N. Mex.	5,056	80,868	15.99	+3	+4	+3.4	-4.2
N. Y.	121,699	3,248,772	26.70	( <sup>3</sup> )	+4	+4	+6.9
N. C.	39,035	399,974	10.25	-1	+1	+5.5	+6.7
N. Dak.	9,485	171,744	18.11	+3	+7	+5.3	+13.3
Ohio	139,638	3,308,435	23.69	+1	+3	+3.7	+6.9
Okla.	77,829	1,470,318	18.89	( <sup>3</sup> )	+6	+3.3	+9.2
Oreg.	21,872	488,490	22.33	+1	+8	+10.7	+15.7
Pa.	101,480	2,291,076	22.58	( <sup>3</sup> )	-3	+1.2	+4.4
R. I.	7,387	163,011	22.07	-2	+1.8	+5.9	+16.7
S. C.	19,940	205,538	10.31	+1.4	+3.4	+15.2	+50.8
S. Dak.	14,930	283,408	18.98	-1	( <sup>3</sup> )	( <sup>3</sup> )	-1.4
Tenn.	37,862	395,197	10.44	-2.3	-8	-5.8	-2.7
Tex.	162,953	3,132,899	19.23	+1.5	+2.0	+34.8	+86.2
Utah	14,757	397,313	26.92	+1	+3	+7.8	+28.4
Vt.	5,512	95,126	17.26	-1.0	-8	+6.3	+10.8
Va.	20,203	205,635	11.18	-3	-2	+2.1	+4.3
Wash.	63,306	2,103,354	33.23	+1.0	+1.3	+56.6	+128.2
W. Va.	22,418	387,440	17.28	+1.3	+1.6	+21.1	+48.9
Wis.	54,475	1,267,633	23.27	-1	+5	+1.9	+4.9
Wyo.	3,570	86,856	24.33	+4	+6	+3.1	+5.0

<sup>1</sup> For definitions of terms, see the Bulletin, September 1941, pp. 50-52.

<sup>2</sup> All 51 States have plans approved by the Social Security Board.

<sup>3</sup> No recipients or payments reported for December for Arkansas; payments made on Jan. 1 had been reported previously as chargeable to December. This correction represents a change in reporting procedure for this State.

<sup>4</sup> Includes \$114,274 incurred for payments to 3,465 persons 60 but under 65 years.

<sup>5</sup> Decrease of less than 0.05 percent.

<sup>6</sup> Increase of less than 0.05 percent.

Table 10.—Aid to the blind: Recipients and payments to recipients, by State, January 1942<sup>1</sup>

State	Number of recipients	Amount of payments to recipients	Average payment per recipient	Percentage change from—			
				December 1941 in—		January 1941 in—	
				Number of recipients	Amount of payments	Number of recipients	Amount of payments
Total	77,722	\$2,022,755	\$26.03	+2.1	+2.0	+5.9	+8.2
Total, 44 States <sup>2</sup>	53,094	1,278,299	24.08	+3.2	+2.0	+8.1	+10.9
Ala.	635	5,721	9.01	-3	( <sup>3</sup> )	+3.6	+5.3
Ariz.	405	13,363	33.00	+1.3	+2.0	+6.3	+29.4
Ark.	1,153	11,134	9.66	( <sup>3</sup> )	( <sup>3</sup> )	+4.2	+8.6
Calif.	7,208	339,935	46.77	-3	-3	-2	-3.0
Colo.	635	20,711	32.62	+8	+6	+6.0	+24.5
Conn.	215	6,490	30.19	+1.9	+4.3	+9	+11.1
D. C.	259	8,008	30.92	+1.6	+1.6	+16.7	+32.6
Fla.	2,688	39,669	14.76	+4	+1.3	+8.6	+20.2
Ga.	1,843	20,781	11.28	+3.4	+3.9	+35.6	+43.4
Hawaii	74	1,159	15.66	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )
Idaho	283	6,539	23.11	+1.1	+1.2	+2.2	+4.7
Ill.	7,631	246,650	32.32	-3	+5.4	-4	+6.5
Ind.	2,358	50,363	21.36	+2	+1.0	-2.0	+2.2
Iowa	1,550	39,662	25.59	+4	+2.8	+2.8	+10.3
Kans.	1,356	32,792	24.18	+1	+8	-2.0	+11.4
La.	1,295	21,971	16.97	+9	+7	+10.4	+13.9
Maine	1,081	24,649	22.80	-1.5	-1.7	-4.0	-3.2
Md.	642	14,355	22.36	-6	-3	-5.9	-2.2
Mass.	1,152	27,608	23.97	-8	-1	-1.5	+5
Mich.	1,374	34,426	25.06	+2.0	+2.8	+22.4	+30.4
Minn.	1,008	27,217	27.00	+3	+7	+4.9	+7.2
Miss.	1,239	12,647	10.21	+4	+1.1	+28.7	+56.5
Mo.	7,040	70,900	10.06	-1.0	-6	+30.9	+44.1
Mont.	288	6,724	23.35	-1.2	-1.1	+5.7	+8.4
Nebr.	747	15,712	21.03	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )
Nev.	86	940	10.81	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )
N. H.	337	7,810	23.18	+1.5	+1.2	+6.6	+8.6
N. J.	736	17,717	24.07	+4	+5	+1.1	+1.4
N. Mex.	231	4,232	18.32	-1.7	-9	+4.1	+1.6
N. Y.	2,806	77,450	27.60	-1	-7	-2.4	+6.3
N. C.	2,177	32,674	15.01	+6	+5	+14.9	+15.4
N. Dak.	137	3,061	22.34	-2.1	( <sup>3</sup> )	-40.4	-38.2
Ohio	4,002	81,776	20.43	+2	+6	-6	+2.8
Okla.	2,194	45,331	20.66	+5	+3.3	+4.5	+31.3
Oreg.	475	12,632	26.59	( <sup>3</sup> )	+4	+4.2	+10.8
Pa.	13,631	415,968	30.56	-2	+2	+3.7	+4.1
R. I.	101	2,158	21.37	-2.9	-4.1	( <sup>3</sup> )	( <sup>3</sup> )
S. C.	806	8,491	10.53	( <sup>3</sup> )	+1.3	+5.9	+5.4
S. Dak.	249	3,759	15.10	-1.6	-1.9	-3.9	-15.4
Tenn.	1,597	18,560	11.62	-1.2	+4	-3.2	+1.2
Tex.	2,179	50,462	23.16	+20.1	+19.6	( <sup>3</sup> )	( <sup>3</sup> )
Utah	177	4,750	26.84	( <sup>3</sup> )	-1.3	-6.8	+4
Vt.	163	3,611	22.15	( <sup>3</sup> )	( <sup>3</sup> )	+10.9	+13.1
Va.	1,075	13,635	12.68	+1.0	+9	+4.6	+5.1
Wash.	1,038	36,815	35.47	+2	+4	-7	+13.3
W. Va.	978	21,427	21.91	+1.9	+1.7	+16.8	+44.5
Wis.	1,951	46,728	23.95	-2	+2	-3.3	-1.0
Wyo.	137	3,584	26.16	+7	+1.0	-4.2	-8.8

<sup>1</sup> For definitions of terms, see the Bulletin, September 1941, pp. 50-52. Figures in italics represent programs administered under State laws from State and/or local funds without Federal participation. Delaware and Alaska do not have programs for aid to the blind, and information on status of program in Kentucky is not available.

<sup>2</sup> No recipients or payments reported for December for Arkansas; payments made on Jan. 1 had been reported previously as chargeable to December. This correction represents a change in reporting procedure for this State.

<sup>3</sup> Total for States with plans approved by the Social Security Board.

<sup>4</sup> Increase of less than 0.05 percent.

<sup>5</sup> Includes program administered under State law without Federal participation.

<sup>6</sup> Not computed; less than 100 recipients in base period.

<sup>7</sup> Estimated.

<sup>8</sup> Decrease of less than 0.05 percent.

<sup>9</sup> No change.

<sup>10</sup> No program for aid to the blind for January 1941.

Table 11.—Aid to dependent children: Recipients and payments to recipients, by State, January 1942<sup>1</sup>

State	Number of recipients		Amount of payments to recipients	Average payment per family	Percentage change from—					
	Families	Children			December 1941 in—			January 1941 in—		
					Number of recipients		Amount of payments	Number of recipients		Amount of payments
					Families	Children		Families	Children	
Total	396,967	957,014	\$13,353,313	\$33.64	+3.1	+3.1	+2.2	+5.1	+4.8	+8.1
Total, 47 States <sup>1</sup>	393,109	947,970	13,271,190	33.76	+3.2	+3.2	+2.2	+7.9	+7.4	+10.3
Alabama	5,839	16,727	80,592	13.80	( <sup>1</sup> )	-6	+8	-7	-3.2	( <sup>1</sup> )
Alaska	100	210	3,200							
Arizona	2,429	6,498	81,417	33.52	-7	-1.8	-1	-2.9	-9.8	+4.4
Arkansas	6,222	16,036	89,508	14.39	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	-5.1	-6.0	+4.5
California	14,864	35,403	730,864	49.17	-6	-6	-1	-3.2	-2.2	-1.8
Colorado	6,130	15,129	188,265	30.71	-2	-1	-1	-17.7	-3.4	-17.3
Connecticut	1,115	2,979	50,372	45.18	+5	+1	+7	-1.9	+3.9	-2.1
Delaware	570	1,672	19,157	33.61	+2	+8	+9	+15.0	+11.5	+10.2
District of Columbia	1,084	3,150	39,589	36.52	+5.4	+5.0	+4.2	+28.2	+20.1	+35.0
Florida <sup>2</sup>	5,468	12,992	128,343	23.47	-2	-1.0	-5			
Georgia	4,581	11,200	101,245	22.10	( <sup>3</sup> )	-3	+4	-5.0	-8.2	-4.0
Hawaii	1,054	3,338	40,011	37.96	-2.0	-2.3	( <sup>3</sup> )	-14.9	-18.0	-13.0
Idaho	3,084	7,835	95,918	31.10	+9	+7	+9	+3.9	+5.5	+8.8
Illinois <sup>3</sup>	19,278	43,393	613,837	31.84	+26.5	+23.8	+28.0	+158.6	+161.7	+263.1
Indiana	15,562	32,394	468,219	30.09	-2	-1	+1	-10.2	-9.0	-8.3
Iowa	5,271	7,325	67,329	18.73	-1.7	-1.3	-4.6	-8.6	-10.5	-7.4
Kansas	6,680	16,050	229,247	34.32	+4	+4	+1.4	+2.5	+4.9	+17.1
Kentucky	1,380	1,240	14,800							
Louisiana	15,359	39,066	408,873	26.62	+2	+3	+2	+2.7	-4.6	+3.2
Maine	1,789	4,878	72,785	40.68	+1.3	+1.6	+1.9	+12.0	+20.9	+13.6
Maryland	5,925	16,360	193,323	32.63	-1	+2	-8	-16.0	-13.8	-12.6
Massachusetts	12,436	30,479	725,846	58.37	+7	+5	+3	-1.5	-2.5	-2.3
Michigan	21,513	50,208	923,632	42.93	-1	-4	+3	+5.8	+2.4	+11.7
Minnesota	9,239	21,968	321,874	34.84	+5	+7	+1.0	-2	-1	+4
Mississippi	2,621	6,764	52,996	20.22	+3.6	+3.1	+3.2	( <sup>4</sup> )	( <sup>4</sup> )	( <sup>4</sup> )
Missouri	14,255	32,690	330,217	23.16	-8	-1.2	-5	+8.2	+5.6	-16.1
Montana	2,620	6,465	79,500	30.34	+2	+8	+1.0	+3.9	+5.1	+8.9
Nebraska <sup>4</sup>	5,747	12,871	181,648	31.61	-2	+2	+2	( <sup>11</sup> )	+8	+5
Nevada	114	269	2,794	24.51	-5.4	-1.8	-3.7	+10.7	+5.1	+9.4
New Hampshire	760	1,885	34,889	45.91	+2.6	+1.6	+2.2	+23.6	+23.6	+20.0
New Jersey	9,322	21,286	295,796	31.73	-8	-8	-8	-17.3	-16.4	-18.2
New Mexico	2,278	6,628	60,972	26.77	( <sup>11</sup> )	+4	+9	+9.8	+11.8	+11.8
New York	30,068	59,476	1,464,653	48.73	-7	-5	-1.2	-12.3	-11.7	-8.5
North Carolina	9,965	23,524	169,496	17.01	+6	+5	+1.2	+2.4	-8	+3.7
North Dakota	2,502	6,966	79,066	31.60	+6	+7	+9	+1.9	+2.5	+3.5
Ohio	11,918	31,243	472,157	39.62	-6	-8	-2.2	+5.2	+1.5	+4.8
Oklahoma	19,880	45,691	396,823	19.96	-2	-1	+2.8	+3.1	+3.6	+30.9
Oregon	2,102	4,964	92,560	44.03	+6	+1.1	+2.1	+6.7	+7.3	+16.7
Pennsylvania	56,055	140,494	2,110,410	37.65	+9	+8	+8	+4.6	+5.9	+7.6
Rhode Island	1,275	3,582	60,140	47.17	-4	-4	+1.4	-1.8	-3.3	+9
South Carolina	3,989	11,702	65,150	16.33	+5	+6	( <sup>5</sup> )	+30.5	+29.0	+30.4
South Dakota	1,794	4,208	51,128	28.50	+1.6	+1.7	+2.4	+80.8	+89.5	+120.9
Tennessee	14,048	34,870	262,752	18.70	-3	-5	-3	-2.3	-3.8	-1.3
Texas <sup>5</sup>	2,798	5,898	56,920	20.34	+93.4	+94.4	+96.9	( <sup>5</sup> )	( <sup>5</sup> )	( <sup>5</sup> )
Utah	4,665	10,663	177,354	43.63	+4	+4	+3	-6.4	+7.7	+23.1
Vermont	723	1,940	23,599	32.64	+1.3	+1.5	+1.8	+15.9	+11.5	+16.3
Virginia	4,855	14,134	97,788	20.14	+1.4	+1.1	+1.6	+21.8	+18.1	+20.5
Washington	5,235	12,642	214,565	40.99	+2	+1	+8	+4.8	+6.7	+34.2
West Virginia	11,292	30,116	343,489	30.42	+2.0	+2.1	+2.4	+30.3	+28.0	+60.0
Wisconsin	11,952	27,486	468,236	39.18	-2	+1	+5	-5.5	-4.4	-2.1
Wyoming	779	2,037	25,969	33.34	+5	+5	+9	+7.3	+11.4	+10.4

<sup>1</sup> For definitions of terms, see the Bulletin, September 1941, pp. 50-52. Figures in italics represent programs administered under State laws from State and/or local funds without Federal participation.

<sup>2</sup> No recipients or payments reported for December for Arkansas; payments made on Jan. 1 had been reported previously as chargeable to December. This correction represents a change in reporting procedure for this State.

<sup>3</sup> Total for States with plans approved by the Social Security Board.

<sup>4</sup> Increase of less than 0.05 percent.

<sup>5</sup> Estimated.

<sup>6</sup> No approved plan for January 1941. Percentage change based on program administered under State law without Federal participation.

<sup>7</sup> Includes program administered under State law without Federal participation.

<sup>8</sup> Decrease of less than 0.05 percent.

<sup>9</sup> No approved plan for January 1941. Percentage change not computed, since program administered under State law without Federal participation was not State-wide.

<sup>10</sup> In addition, in 63 counties payments amounting to \$11,484 were made from local funds without State or Federal participation to 689 families in behalf of 1,622 children under the State mothers' pension law; some of these families also received aid under plan approved by the Social Security Board.

<sup>11</sup> No change.

Table 12.—Public assistance and Federal work programs: Assistance and earnings in the continental United States, by State, December 1941<sup>1</sup>

[In thousands]

State	Total	Assistance to recipients					Earnings of persons employed under Federal work programs					Earnings on regular Federal construction projects
		Special types of public assistance <sup>1</sup>			General relief	Subsistence payments certified by the Farm Security Administration	Civilian Conservation Corps	National Youth Administration		Work Projects Administration	Other Federal agency projects financed from emergency funds	
		Old-age assistance	Aid to dependent children	Aid to the blind				Student work program	Out-of-school work program			
Total.....	\$169,478	\$47,306	\$13,026	\$1,983	\$19,474	\$748	\$8,448	\$2,301	\$6,849	\$68,863	\$480	\$166,800
Alabama.....	2,294	187	80	6	20	8	330	61	196	1,404	2	7,984
Arizona.....	971	315	82	13	54	36	145	10	23	292		3,617
Arkansas.....	1,542	10	0	0	23	9	353	30	127	999		3,641
California.....	11,835	5,795	731	341	699	116	179	137	220	3,618		20,707
Colorado.....	2,708	1,283	188	21	199	15	77	28	56	832	8	923
Connecticut.....	1,242	517	50	6	221	(9)	14	20	49	365		1,816
Delaware.....	176	30	19		16	(9)	6	3	12	89		376
District of Columbia.....	715	93	38	8	51		33	14	22	443	13	2,901
Florida.....	2,413	532	129	39	59	3	164	29	113	1,345		2,375
Georgia.....	2,674	491	101	20	44	36	365	60	240	1,317		4,566
Idaho.....	869	222	95	6	117	8	36	12	35	436		256
Illinois.....	12,563	3,678	480	234	2,372	7	281	140	402	4,704	267	4,702
Indiana.....	4,074	1,305	468	50	393	1	99	57	153	1,548		4,869
Iowa.....	2,822	1,206	64	39	287	3	65	46	135	976		1,755
Kansas.....	2,454	703	226	33	209	6	96	39	114	1,029		1,353
Kentucky.....	2,787	555	15		48	8	458	45	182	1,476		1,689
Louisiana.....	2,903	473	408	22	192	23	250	49	125	1,362		2,187
Maine.....	881	314	71	25	140	2	26	12	80	210		1,793
Maryland.....	1,202	323	195	14	166	1	52	20	59	373		3,236
Massachusetts.....	7,681	2,613	723	28	1,038	(9)	90	80	224	2,585		7,348
Michigan.....	6,451	1,678	921	33	864	12	211	86	234	2,412		1,300
Minnesota.....	4,597	1,396	319	27	526	28	227	54	141	1,880		2,829
Mississippi.....	1,843	248	51	13	2	8	292	36	125	1,069		1,476
Missouri.....	5,156	1,527	332	81	248	18	330	58	100	2,372	(9)	5,334
Montana.....	1,022	268	79	7	50	13	69	12	29	494		188
Nebraska.....	2,015	595	181	16	72	8	63	27	68	968	15	395
Nevada.....	159	68	3	1	8	(9)	12	2	4	61		251
New Hampshire.....	560	160	34	8	90	1	9	9	19	229		1,976
New Jersey.....	4,057	686	298	18	595	(9)	84	53	127	2,195	1	8,181
New Mexico.....	916	81	60	4	13	2	149	11	39	545	13	280
New York.....	19,446	3,236	1,483	78	6,862	4	285	225	687	6,583	3	8,635
North Carolina.....	2,571	400	167	32	33	16	293	80	233	1,317	(9)	2,659
North Dakota.....	744	171	78	3	42	1	82	18	50	299		43
Ohio.....	8,769	3,299	483	81	889	3	244	116	290	3,350	14	6,594
Oklahoma.....	4,028	1,461	386	44	50	14	401	51	198	1,422	1	1,903
Oregon.....	1,284	484	91	13	115	14	36	23	39	469		4,311
Pennsylvania.....	12,596	2,297	2,093	415	1,555	7	399	92	442	5,294	1	9,419
Rhode Island.....	724	160	59	2	126		8	11	23	334		1,722
South Carolina.....	2,229	199	65	8	20	204	203	39	101	1,265	124	3,108
South Dakota.....	953	283	50	4	42	8	108	21	48	388		65
Tennessee.....	2,546	398	263	18	17	4	360	49	176	1,260		5,664
Texas.....	7,980	3,070	29	42	88	72	688	126	363	3,502		7,373
Utah.....	1,295	396	177	5	113	2	31	19	36	500	16	375
Vermont.....	317	96	23	4	32	2	8	6	19	127		60
Virginia.....	1,549	206	96	14	51	3	291	53	156	680		10,177
Washington.....	3,627	2,077	213	37	184	13	66	34	100	905		5,857
West Virginia.....	2,777	381	335	21	156	1	207	31	149	1,495		945
Wisconsin.....	4,361	1,262	466	47	557	1	155	63	180	1,630		721
Wyoming.....	292	86	26	4	16	3	17	5	17	117	1	117

<sup>1</sup> See footnotes to table 4.

<sup>2</sup> Figures in italics represent programs administered under State laws from State and/or local funds without Federal participation.

<sup>3</sup> No recipients or payments reported for December for Arkansas; payments made on Jan. 1 had been reported previously as chargeable to December. This correction represents a change in reporting procedure for this State.

<sup>4</sup> Partly estimated; does not represent sum of State figures, because total payments for medical care, hospitalization, and burial in 3 States have been excluded and an estimated amount expended by local officials in Rhode Island has been included.

<sup>5</sup> Includes total payments for medical care, hospitalization, and/or burial.

<sup>6</sup> Less than \$500.

<sup>7</sup> Data represent approximately 70 percent of total expenditures; exclude assistance in kind and, for a few counties, cash payments.

<sup>8</sup> Estimated.

<sup>9</sup> State program only; excludes program administered by local officials.

<sup>10</sup> State unemployment relief program only; it is estimated that, in addition, \$24,000 was expended by local officials.



**Table 13.—Public assistance and Federal work programs: Recipients of assistance and persons employed in the continental United States, by State, December 1941<sup>1</sup>**

State	Recipients of assistance					Persons employed under Federal work programs						Persons employed on regular Federal construction projects
	Special types of public assistance <sup>1</sup>				Cases receiving general relief	Cases for which subsistence payments were certified by the Farm Security Administration	Civilian Conservation Corps	National Youth Administration		Work Projects Administration	Other Federal agency projects financed from emergency funds	
	Old-age assistance	Aid to dependent children		Aid to the blind				Student work program	Out-of-school work program			
	Families	Children										
Total.....	2,208,775	383,717	924,520	76,062	798,000	26,327	126,352	336,875	282,954	1,023,406	2,376	976,647
Alabama.....	20,748	5,837	16,835	637	2,286	156	4,904	11,749	8,663	24,047	20	53,063
Arizona.....	9,240	2,445	6,619	400	2,821	1,633	2,298	1,314	1,049	3,905	—	2,760
Arkansas.....	0	0	0	0	3,848	252	5,255	5,779	6,441	22,292	—	28,661
California.....	158,723	14,954	35,613	7,287	31,564	5,401	2,675	16,135	9,018	40,602	—	98,509
Colorado.....	42,899	6,142	15,144	630	10,272	441	1,165	4,167	2,287	12,159	60	5,642
Connecticut.....	17,785	1,110	2,977	211	7,110	1	210	2,483	2,146	3,992	—	11,145
Delaware.....	2,462	569	1,658	—	745	1	82	446	590	1,219	—	3,440
District of Columbia.....	3,560	1,028	3,001	255	2,059	—	498	1,282	927	4,762	81	15,880
Florida.....	38,742	8,481	13,128	2,678	8,204	76	2,444	4,287	5,412	21,676	—	19,186
Georgia.....	57,359	4,583	11,229	1,783	6,025	788	5,427	10,636	10,645	24,430	—	38,390
Idaho.....	9,724	3,055	7,783	280	1,225	232	543	1,766	1,551	6,184	—	1,701
Illinois.....	149,198	15,243	34,489	7,664	99,502	300	4,179	20,967	15,544	67,356	788	23,215
Indiana.....	69,653	15,598	32,422	2,353	24,698	34	1,469	8,088	7,060	22,687	—	22,464
Iowa.....	57,143	8,331	7,422	1,544	16,828	90	974	6,279	6,286	15,028	—	11,290
Kansas.....	30,691	6,654	15,988	1,355	11,628	204	1,429	6,124	4,646	15,993	—	8,072
Kentucky.....	59,924	400	1,800	—	4,500	113	6,819	8,059	8,306	25,203	—	11,372
Louisiana.....	35,740	15,330	38,940	1,284	11,887	614	3,719	7,112	5,730	22,726	—	18,025
Maine.....	14,905	1,766	4,801	1,097	5,882	71	385	1,861	2,575	3,108	—	12,576
Maryland.....	17,368	5,931	16,328	646	7,098	42	769	2,680	2,666	5,067	—	18,431
Massachusetts.....	87,825	12,355	30,317	1,161	35,352	4	1,333	8,786	8,373	36,505	—	33,770
Michigan.....	63,123	21,541	50,393	1,347	33,717	253	3,138	11,865	7,701	33,265	—	8,639
Minnesota.....	63,561	9,190	21,823	1,005	22,651	790	3,411	8,383	5,816	28,742	—	11,209
Mississippi.....	27,695	2,531	6,561	1,234	682	258	4,357	6,566	6,090	20,632	—	11,961
Missouri.....	117,368	14,372	33,078	5,045	15,757	794	4,908	9,120	8,365	36,168	7	32,091
Montana.....	12,516	2,614	6,411	291	3,105	487	1,098	1,975	1,283	7,183	—	1,112
Nebraska.....	29,723	5,757	12,849	756	5,626	338	950	4,243	2,900	14,119	129	3,288
Nevada.....	2,279	118	874	46	517	5	190	249	185	975	—	1,671
New Hampshire.....	7,237	741	1,855	332	3,692	27	137	1,144	713	3,516	—	9,413
New Jersey.....	30,888	9,398	21,465	733	23,475	12	1,246	7,696	5,190	28,007	4	45,200
New Mexico.....	5,041	2,278	6,603	235	1,164	112	2,253	1,669	1,747	7,563	88	2,333
New York.....	121,722	30,257	59,796	2,809	174,557	128	4,242	31,205	23,316	83,087	23	48,431
North Carolina.....	39,076	9,904	23,409	2,163	4,536	260	4,370	11,277	10,824	24,133	1	19,288
North Dakota.....	9,458	2,486	6,915	140	2,854	31	1,258	3,107	2,161	6,095	—	403
Ohio.....	139,536	11,992	31,488	3,995	43,351	98	3,629	15,884	11,012	50,246	56	33,364
Oklahoma.....	77,831	19,922	45,758	2,184	10,108	318	6,055	8,272	7,461	27,885	12	9,544
Oregon.....	21,857	2,089	4,908	475	5,916	453	550	2,870	1,658	5,852	—	23,506
Pennsylvania.....	101,458	55,563	139,392	13,954	80,771	214	5,939	13,819	17,745	68,062	16	87,546
Rhode Island.....	7,400	1,280	3,597	104	3,293	—	122	1,362	1,008	4,156	—	8,267
South Carolina.....	19,659	3,968	11,635	806	2,432	8,963	3,028	5,972	4,691	22,370	967	20,315
South Dakota.....	14,947	1,765	4,137	253	2,929	352	1,697	4,090	2,034	6,779	—	658
Tennessee.....	28,755	14,091	35,035	1,616	2,600	53	5,353	8,509	9,010	24,055	—	35,862
Texas.....	160,513	1,447	3,034	1,815	9,460	1,318	10,240	17,335	15,859	61,571	—	50,742
Utah.....	14,736	4,047	10,616	177	4,158	44	476	2,638	1,747	6,157	121	3,972
Vermont.....	5,367	714	1,911	163	1,641	25	112	967	783	1,974	—	583
Virginia.....	20,254	4,788	13,978	1,064	5,010	56	4,335	6,947	6,730	12,500	—	57,229
Washington.....	62,686	5,224	12,628	1,036	8,844	376	998	4,422	3,971	10,857	—	31,745
West Virginia.....	22,121	11,073	29,497	940	14,132	18	3,078	5,229	5,590	24,218	—	4,835
Wisconsin.....	54,522	11,980	27,453	1,955	21,639	6	2,336	9,343	6,679	22,608	—	4,700
Wyoming.....	3,557	775	2,027	136	941	85	269	717	770	1,690	4	957

<sup>1</sup> See footnotes to table 5.

<sup>2</sup> Figures in italics represent programs administered under State laws from State and/or local funds without Federal participation.

<sup>3</sup> No recipients or payments reported for December for Arkansas; payments made on Jan. 1 had been reported previously as chargeable to December. This correction represents a change in reporting procedure for this State.

<sup>4</sup> Partly estimated; does not represent sum of State figures, because an estimated number of cases receiving medical care, hospitalization, and/or burial only in 3 States has been excluded, an estimated number of cases aided by local officials in Rhode Island has been included, and data on cases aided in Oklahoma have been estimated to exclude duplication.

<sup>5</sup> Includes unknown number of cases receiving medical care, hospitalization, and/or burial only.

<sup>6</sup> Excludes cases receiving assistance in kind only and, for a few counties, cash payments.

<sup>7</sup> Estimated.

<sup>8</sup> State program only; excludes program administered by local officials.

<sup>9</sup> Includes cases receiving medical care only; number believed by State agency to be insignificant.

<sup>10</sup> Represents 3,779 cases aided under program administered by State board of public welfare, and 6,329 cases aided by county commissioners; amount of duplication believed to be large.

<sup>11</sup> State unemployment relief program only; it is estimated that, in addition, 1,200 cases were aided by local officials.

# EMPLOYMENT SECURITY

BUREAU OF EMPLOYMENT SECURITY • REPORTS AND ANALYSIS DIVISION

## Operations of the Employment Security Program

### *Labor-Market Developments, January 1942*

While employment and production in vital war industries continued to expand at an accelerated pace during January—the first full month following the outbreak of war—total nonagricultural employment fell below the December level. The decrease, estimated by the Bureau of Labor Statistics at 1.2 million workers, was due in part to normal seasonal factors affecting wholesale and retail trade, construction, and manufacturing, and in part to sharp decreases in the consumer-goods industries being converted to war production. Continued decreases were noted in the automobile, stove, radio and phonograph, furniture, washing-machine, jewelry, hardware, and plumbers'-supplies industries. Although the December-January decline of 145,000 in manufacturing employment was greater than the decrease for the same period a year ago, manufacturing establishments were employing 1.5 million more workers this January than in January 1941.

The automobile industry is bearing the brunt of the temporary distress caused by conversion of civilian industries to the production of war equipment and supplies. Employment in automobile establishments dropped by 50,000 in January as compared with the peak employment in December. Most of the 250,000 workers who had been temporarily laid off in automobile assembly and parts plants near the end of December were recalled to work in January to complete the 204,000-unit quota allowed for the month. Large-scale lay-offs were again scheduled for the early part of February upon the complete cessation of passenger-car and light-truck production, but these lay-offs are not likely to reach the proportions of the late-December displacement. Considerable progress in the conversion of automobile plants has already been made, permitting the transfer of workers to war production. In addition, many automobile-parts plants, especially in Michigan, are continuing operations at a high level, since the quota of replacement parts that may be produced during the first half of 1942 has been set at 150 percent of the entire 1941 output.

Although lay-offs in the automobile industry have increased the available supply of semiskilled and unskilled labor, they have not appreciably relieved existing stringencies of highly skilled workers. Many employees with all-around skills have been retained for the conversion process or have been transferred from automotive divisions to newly constructed aircraft and ordnance units operated by the same employers. The disemployed workers, since they possess mechanical aptitudes, are good trainee material, and they are taxing existing training facilities in nearly all areas where serious displacement has occurred.

The anticipated volume of manpower needed by the expanding armament industries during 1942 indicates that the disemployment problem may not be intense or of long duration. Between June 1940 and January 15, 1942, \$77.5 billion was allocated by the Government for war production, but only \$16.2 billion had been paid out to industry on fulfilled contracts. An unprecedented backlog of orders exists, and a tremendous expansion in the rate of production is imminent. The machine-tool industry, for instance, is expected to double its present capacity under contracts already awarded, and the aircraft and other industries will probably do likewise.

A net addition of 540,000 employees during the first 6 months of 1942 was forecast by employers in selected defense industries currently employing more than 5 million workers. Although the automobile industry anticipates a net decline in employment during this period in spite of its rapid conversion to war production, this reduction will be far offset by large-scale hirings in aircraft, shipbuilding, machinery, and ordnance establishments. The heavy demands of armament employers will not completely solve the displacement problem, however, because many of the expanding firms are located in areas other than those which contain the establishments compelled to reduce or cease civilian production. Michigan continues to anticipate a labor surplus during the next few months, but in all probability a labor shortage will develop soon after the middle of the year as the huge new and

converted war factories swing into all-out production of aircraft and ordnance.

A large proportion of the anticipated job openings call for semiskilled and unskilled workers, but a substantial portion of these openings are contingent on a solution of the problem of acute shortages of highly skilled workers and supervisory personnel. Many firms report that it is difficult or impossible to obtain the nucleus of skilled men needed to establish third-shift operations, and that they must therefore operate two long shifts even though this expedient does not utilize all existing plant capacity. Two-shift operations are frequently preferred by the workers, since their earnings are increased by overtime pay; small plants often are compelled to offer considerable overtime work to compensate for somewhat lower wage rates.

Large plants are generally in a more favorable position than small firms in competing for skilled workers and also in utilizing the job break-down, upgrading, and in-plant training methods of increasing the effective supply of skilled labor.

In January, the United States Employment Service made a special survey of seven war industries to determine the degree of utilization of productive facilities. The survey disclosed that none of these industries, as a whole, has approached capacity operations, defined in terms of existing plant facilities plus those in sight. Large firms are usually operating at a higher percentage of capacity than small ones. Lack of sufficient war orders was cited by many small firms as the reason for their failure to achieve maximum output; other important causes included shortages of skilled workers, delayed deliveries of material and equipment, and inability to solve the technical problems of around-the-clock operations.

The supply of vocational training school graduates not engaged in defense activity at the end of January was only slightly in excess of current demand, although in "labor-reservoir" regions, such as the South Atlantic and North and South Central States, there were enough trainees to meet both current and anticipated demand. In areas of great activity, however, such as Connecticut and California, the supply of trainees was not adequate to meet even current demands. In a few large urban centers the oversupply of trainees, created by employer dis-

crimination because of race and nationality, may already have been dispersed; many graduate trainees, despairing of finding jobs in the occupations for which they were trained, have drifted into other occupations.

There are too few qualified instructors for the vocational training programs in some areas; on the other hand, many areas have experienced considerable difficulty in persuading desirable persons to take courses. In many localities consideration is being given to compensating students while they are attending courses and to scheduling courses at hours convenient to persons already employed who might wish to learn a defense skill. Several areas have removed restrictions on training women, and many are seeking to adapt training courses to them. Many training programs hesitate to enroll men subject to military service.

Tire rationing is already decreasing the mobility of labor and intensifying housing shortages. Workers who depend upon automobile transportation to get to and from their jobs are now seeking positions nearer home, even at a lower wage, and some are quitting vital defense jobs. Others are renting dwellings closer to their work and are creating or aggravating housing problems in many cities. Some localities are attempting to solve transportation problems by instituting bus routes resembling the school pick-up system for rural children.

### *Summary of Employment Security Operations*

The usual December-January changes occurred again this year—benefit payments rose and placements declined precipitously. The increase in payments was the sharpest—in both absolute and relative terms—December-January rise on record and the decrease in placements was considerably greater than that of last year.

The \$41.1 million paid in benefits for approximately 3.5 million man-weeks of unemployment was 47 percent above the December total (table 1). Persons laid off from work during January or in preceding months filed 1.1 million initial claims for benefits at local offices during the month, 6.3 percent more than in December and 11.5 percent more than in January 1941. Although the 4.6 million January continued claims were 27 percent higher than in December, they were nevertheless 7 percent fewer than in January 1941. Funds available for the payment of benefits at the end of



**Table 1.—Summary of employment security operations,  
January 1942**

Item	Total	Percentage change from—	
		December 1941	January 1941
<b>Insurance activities:</b>			
Initial claims (local office) . . . . .	1,062,082	+6.3	+11.5
Continued claims . . . . .	4,584,016	+26.7	-7.0
Waiting-period . . . . .	1,095,442	+40.1	-9.3
Compensable . . . . .	3,488,574	+23.0	-6.3
Weeks compensated . . . . .	3,553,498	+41.0	-4.9
Total unemployment . . . . .	3,205,237	+42.5	-4.1
Partial and part-total unemployment . . . . .	348,261	+28.9	-11.7
Gross benefits paid . . . . .	\$41,055,955	+47.4	+4.5
Net benefits paid since first payable . . . . .	\$1,729,720,257	+2.5	+25.1
<b>Placement activities:</b>			
Placements . . . . .	438,604	-11.1	-3.7
Agricultural . . . . .	132,039	-30.8	-58.0
Nonagricultural . . . . .	1,405,878	-9.0	+7.1
Applications (new and renewed) . . . . .	1,956,371	+22.1	+7.7
Active file, Jan. 31, 1942 . . . . .	4,895,125	+10.9	+3.9

<sup>1</sup> Excludes Alaska; data not reported.

<sup>2</sup> Based on comparable data; excludes Idaho.

January 1942 totaled \$2.6 billion, 4.5 percent above December and 38 percent more than at the same time last year.

Total placements declined 11 percent from December 1941 to 439,000 and were 3.7 percent fewer than in January of last year. Most of the decrease was due to a reduction in agricultural placements; placements of farm workers were almost a third fewer than in December and nearly three-fifths below January 1941. Nonagricultural placements, on the other hand, totaled only 9.0 percent fewer than in December and were 7.1 percent more numerous than in January 1941. Nearly 2 million applications (new and renewed) were received at public employment offices in January, and the active file rose to 4.9 million, 11 percent above the figure at the end of December 1941.

#### **Labor Available in Selected Defense Occupations in January 1942**

Primary registrations of fully qualified and available job seekers in 623 selected occupations numbered 330,200 on January 17—85,300 above the number registered a month earlier at public employment offices (table 2). Thus, for the fourth successive month an increase was recorded. For the first time, however, workers unemployed as a result of lay-offs in the automobile-assembly, parts, and accessories industries and in the other war-curtailed industries accounted for a substantial part of the additional registrants.

The bulk of the increases, however, occurred in those occupations which already had more than

sufficient registrants to meet needs expected to develop by April 1942. Such occupations were: forming-press operator, punch-press operator, metal polisher, subassembler, general assembler, automobile mechanic, automobile repairman, and many textile trades. In addition, 30,200 more building-construction workers became available for referral because of unfavorable weather conditions and the completion of construction projects. Construction workers accounted for 121,300 or more than a third of all primary registrations in the selected occupations on January 17.

There were more workers available than in the middle of the previous month in all occupational groups. The nonconstruction occupations had 208,900 primary registrants, 55,200 more than on December 13. Registrants in occupations included in the metal-fabricating, machining, and finishing groups accounted for 67,200, a fifth of all primary registrations and 20,300 more than the number a month earlier. Approximately 64,200 primary registrations were in the assembly, installation, and inspecting categories, an increase of 20,600 over mid-December. More than 21,600 were in the textile, garment, and related trades and 21,800 were in the woodworking, electrical, and chemical occupations; most of the 27,400 in the miscellaneous group were spray painters, stationary engineers, and crane operators.

Although in almost all the 623 occupations there were more persons available for referral in January than in December, the gains in those aircraft, ship-building, and machine-shop occupations classified as shortage occupations<sup>1</sup> were insufficient to fill expected needs. Training courses remained the most important means of supplementing the supply of workers in such occupations.

#### **Geographic distribution of primary registrants.—**

In 44 States there were more primary registrants than in the previous month. Michigan's increase of 21,200 (121 percent) raised the number of primary registrations to 38,700, the highest for any State. Michigan and the other States in the Great Lakes region provided the bulk of the increased registrations in the assembly, metal-finishing, cold- and hot-metal fabricating groups. A large part of the labor supply in these occupations is now concentrated in this area (table 3).

<sup>1</sup> Occupations in which the total number of fully and partially qualified registrants in the public employment offices was insufficient to meet estimated needs.

Although most of the displaced automobile workers, especially those in Michigan, are expected to be available in their home localities when conversion is completed, it is probable that some will migrate to centers where job opportunities currently exist rather than wait until the shift to war production takes place. The number who migrate will probably not be large enough to relieve labor shortages in other States.

In New York 4,400 building-construction workers accounted for almost half the registrants added between December 13 and January 17. There were also large increases in the installation, maintenance, and repair; cold-metal fabricating; and textile, garment, and related groups, which raised to 36,400 the number of primary registrants in New York. Almost three-fifths—20,800—of the registrations were in building-construction and

**Table 2.—Primary registrations of fully qualified and available job seekers in 623 selected occupations, by State and occupational class, January 17, 1942**

[Corrected to Feb. 9, 1942]

Social Security Board region and State	Total		Techni- cal, pro- fession- al, and kindred	Hot- metal fabricat- ing	Cold- metal fabricat- ing	Metal machin- ing	Metal finish- ing	Assem- bly	Install- ation, main- tenance, and repair	Elec- tricians and related	Textile, garment, and related	Build- ing construc- tion	All other <sup>1</sup>
	Number	Percent- age dis- tribution											
<b>Total, 49 States</b>	<b>330,158</b>	<b>100.0</b>	<b>6,633</b>	<b>13,927</b>	<b>22,158</b>	<b>17,658</b>	<b>13,488</b>	<b>35,437</b>	<b>25,796</b>	<b>11,126</b>	<b>21,652</b>	<b>121,303</b>	<b>40,980</b>
<b>Region I:</b>													
Connecticut	2,562	.8	49	71	188	229	133	94	133	64	447	923	231
Maine	1,451	.4	28	60	13	35	26	34	150	49	256	633	169
Massachusetts	8,096	2.5	144	249	312	290	235	547	536	150	1,670	3,032	931
New Hampshire	762	.2	19	23	9	13	23	15	78	27	65	363	117
Rhode Island	2,693	.8	42	67	72	183	90	91	151	50	1,267	512	168
Vermont	464	.1	25	9	10	16	8	17	47	12	29	219	72
<b>Region II:</b>													
New York	36,412	11.0	791	635	1,855	1,121	690	2,223	2,004	2,109	3,284	17,513	4,187
<b>Region III:</b>													
Delaware	429	.1	9	25	14	20	9	34	36	17	7	199	59
New Jersey	10,625	3.2	243	334	524	434	356	1,265	603	274	1,981	3,392	1,219
Pennsylvania	15,662	4.7	311	1,003	823	1,043	414	1,359	1,151	530	2,618	4,417	1,993
<b>Region IV:</b>													
District of Columbia	1,522	.5	76	17	142	43	2	89	55	64	51	853	130
Maryland	1,359	.4	13	42	107	59	34	171	104	50	107	400	272
North Carolina	5,586	1.7	32	69	107	46	20	99	304	120	1,073	3,218	498
Virginia	2,264	.7	26	49	69	29	19	92	178	96	278	1,114	314
West Virginia	2,101	.6	38	127	125	67	27	194	169	131	68	889	266
<b>Region V:</b>													
Kentucky	5,092	1.5	113	199	223	125	127	380	394	189	103	2,661	578
Michigan	38,738	11.7	216	2,790	6,205	4,615	4,992	8,579	1,411	484	1,688	3,484	4,274
Ohio	18,806	5.7	303	1,178	2,869	1,622	1,367	2,640	1,110	422	487	4,206	2,602
<b>Region VI:</b>													
Illinois	19,198	5.8	577	1,297	1,897	1,480	1,027	2,029	1,486	625	439	5,267	3,074
Indiana	12,400	3.8	258	834	1,233	1,606	816	1,355	894	374	89	2,895	2,046
Wisconsin	9,165	2.8	150	453	730	538	478	2,478	908	220	43	2,282	1,285
<b>Region VII:</b>													
Alabama	4,002	1.5	35	295	92	47	79	172	315	93	792	2,394	588
Florida	5,560	1.7	111	51	97	153	51	213	444	151	126	3,597	586
Georgia	8,723	2.6	111	256	229	155	105	362	677	246	2,041	3,791	750
Mississippi	3,444	1.1	30	76	42	26	94	88	271	76	144	2,106	491
South Carolina	2,717	.8	16	30	34	17	18	35	174	33	711	1,480	169
Tennessee	4,260	1.3	64	305	181	124	115	316	323	132	453	1,462	785
<b>Region VIII:</b>													
Iowa	4,730	1.4	73	221	239	240	99	376	478	226	65	2,229	484
Minnesota	7,425	2.3	187	245	441	268	171	510	920	270	133	3,292	988
Nebraska	2,716	.8	118	76	171	120	5	246	368	173	5	1,190	244
North Dakota	759	.2	17	34	12	9	0	36	116	30	0	477	28
South Dakota	1,431	.4	51	50	32	37	9	53	213	62	2	850	72
<b>Region IX:</b>													
Arkansas	7,801	2.4	153	226	134	152	188	461	611	397	33	4,378	1,068
Kansas	5,445	1.7	122	193	256	179	60	578	988	264	16	2,305	484
Missouri	11,337	3.4	213	484	704	456	421	1,930	1,150	466	142	3,700	1,671
Oklahoma	5,693	1.7	151	220	155	192	30	621	651	241	98	2,626	708
<b>Region X:</b>													
Louisiana	2,378	.7	45	43	43	58	40	133	211	103	20	1,389	293
New Mexico	1,292	.4	44	28	21	22	3	65	137	40	7	800	125
Texas	19,569	5.9	533	460	542	685	199	2,634	2,231	750	417	9,599	2,119
<b>Region XI:</b>													
Arizona	1,034	.3	30	62	73	53	16	86	46	57	11	524	76
Colorado	2,282	.7	85	106	84	30	16	179	276	104	10	1,167	225
Idaho	1,180	.4	23	37	23	18	20	159	152	37	1	602	108
Montana	841	.3	18	31	9	13	8	65	132	38	2	433	92
Utah	1,841	.6	39	100	51	17	5	117	252	64	21	1,051	124
Wyoming	535	.2	17	25	3	15	0	47	62	21	0	309	36
<b>Region XII:</b>													
California	18,756	5.7	707	489	742	822	559	2,378	2,049	702	288	7,431	2,589
Nevada	290	.1	11	8	7	2	1	18	45	21	1	131	45
Oregon	3,235	1.0	72	83	68	60	105	141	464	105	30	1,543	564
Washington	4,585	1.4	96	162	146	74	178	233	538	167	33	1,975	993

<sup>1</sup> Includes inspecting, testing and adjusting, woodworking, chemical, and miscellaneous occupational classes.

**Table 3.—Primary registrations for specified occupational groups at public employment offices in selected areas, January 17, 1942**

Occupational group	Total, 49 States		Great Lakes States <sup>1</sup>		Michigan		All other States	
	Number	Percent of total	Number	Percent of total	Number	Percent of total	Number	Percent of total
Total, all groups...	330, 200	100	98, 300	30	38, 700	12	231, 900	70
Hot-metal fabricating.....	13, 900	100	6, 600	47	3, 000	20	7, 400	53
Cold-metal fabricating.....	22, 200	100	12, 900	58	6, 200	28	9, 200	42
Metal machining.....	17, 700	100	9, 900	56	4, 600	26	7, 800	44
Metal finishing.....	13, 500	100	8, 700	64	5, 000	37	4, 800	36
Assembly.....	35, 400	100	17, 100	48	8, 600	24	18, 400	52

<sup>1</sup> Illinois, Indiana, Michigan, Ohio, and Wisconsin.

textile occupations. The metal-working occupations had only 4,300 fully qualified and available primary registrants.

New Jersey and Pennsylvania had, respectively, 10,600 and 15,700 primary registrants who were fully qualified and available for work; these totals represented increases over mid-December of 31 and 34 percent. However, half the primary registrants in these States were building-construction and textile workers, as were most of the new registrants. The number of technical, professional, and kindred workers available for referral declined in both States from mid-December to mid-January.

All the New England States except Maine augmented their almost depleted files in the selected occupations. The gains were largest in the construction trades, although in Massachusetts, Rhode Island, and Connecticut seasonal lay-offs in the textile industry contributed to the increase. Over 9,400 of the 16,000 New England workers were in building-construction or textile occupations, and the lack of available workers in the metal-trades occupations remained an acute problem in this area. There were only 2,400 primary registrants in the six States in the hot-and cold-metal fabricating, machining, and finishing occupations.

*Changes in labor supply in the selected occupations.*—In the technical, professional, and kindred category the only large increase was among mechanical engineers. Aeronautical draftsman was the only shortage occupation in the latter group which had more registrants available for referral than on December 13, while the numbers

of chemical, industrial, and aeronautical engineers, marine draftsmen, and tool designers decreased appreciably. Ohio placed an interstate clearance order for 600 organic chemists, although there were only 261 such registrants available in the country.

In the hot-metal fabricating group, more all-around coremakers and floor molders continued to become available for war production as fully qualified workers in nonessential industries were laid off, chiefly in Michigan, Ohio, Indiana, and Illinois. The number of available skilled drop-hammer operators and heat treaters was augmented by additional fully qualified workers, but the supply in these trades continued to be too small to meet expected demands.

The shipbuilding occupations in the cold-metal fabricating group, such as angle puncher and shearer, flanging-press operator, lay-out man, and steel boatbuilder, were almost entirely depleted. A slight increase in the number of available steel boatbuilders—from 14 to 125—occurred as new training classes opened in Idaho. In contrast, there were 11,000 punch-press and 6,000 forming-press operators registered in the cold-metal fabricating group, increases over December 13 of 3,700 and 1,900, respectively, and many more than are necessary to meet current and anticipated needs. Approximately 3,900 punch-press operators and 2,900 forming-press operators were registered in Michigan. The number of persons receiving training in aircraft sheet-metal work doubled in a month, with the result that there were 5,300 additional workers available in January; only 711 of the 12,700 registrants in this occupation, however, were fully qualified. A further expansion of training will be necessary if the demand for workers in the shortage occupations in this group is to be met.

The number of workers in most of the vital metal-machining occupations, such as tool maker and machine-shop inspector, and boring-mill, metal-planer, profiling-machine, radial-drill-press, and turret-lathe operators, failed to increase significantly, while the demand for such workers continued to be large. There were only 2,400 fully qualified all-around machinists registered on January 17 as available for work, to meet a need for more than 20,900 skilled machinists before April 1942. There were, however, 14,000 partially qualified workers referable for jobs in this occupa-



tion. On-the-job training and job dilution were, in many instances, enabling these registrants to meet the demand for skilled machinists. The supply of engine-lathe, metal-planer, and metal-shaper operators is also largely dependent on partially qualified registrants, who comprise from 83 to 88 percent of the referable workers in these occupations. During January, 10 States placed interstate clearance orders for a total of 465 machinists. Orders were also placed for 440 tool makers, while only 471 fully and partially qualified job seekers were registered.

In the metal-finishing group, occupations in the automobile industry, such as metal buffer, metal polisher, and hand-filing metal finisher, showed large increases in the numbers of fully qualified registrants, resulting in an even greater surplus of workers than existed in the previous month. The additional centerless-grinder and external-grinder operators who became available in January as a result of lay-offs may aid in overcoming part of the shortage which exists in these occupations. However, the number of hand burrers, metal chippers, cylindrical-grinder and internal-grinder operators remained far short of anticipated needs.

Shortages continued in the aircraft and shipbuilding assembly occupations. Training courses for detail assemblers and aircraft riveters are most important in maintaining a supply of workers. Nearly all 2,000 detail assemblers and 6,100 aircraft riveters who were reported as referable for placement in January were receiving training and were almost certain to be placed as soon as they completed their training courses. Although there were 17,900 arc welders available for placement, 3,700 more than in December, the group continued to be among the shortage occupations, and the supply was still largely dependent on the training of new workers. Only 140 of the 3,100 ship fitters referable for placement were fully qualified; 1,900 were receiving training in California.

Displacement caused by the conversion of the automobile industry was directly reflected in the increase of 4,400 subassemblers, 3,000 general assemblers, and 4,500 automobile mechanics. Over two-thirds of the 7,700 available subassemblers were registered in Michigan, while over half the 4,000 general assemblers were in Michigan and Wisconsin. The automobile-mechanic occupation, with 19,800 referable registrants, had the

largest number of available workers in any occupation, except some of the building-construction trades. Factory or mill-maintenance men, general-maintenance mechanics, and millwrights were also more plentiful as a result of lay-offs.

Stringencies existing in all woodworking occupations necessary to shipbuilding and boatbuilding were not alleviated by the small gains between mid-December and mid-January. Public employment offices were meeting part of the demand for workers in these skills by referring, to jobs and to training, workers in related skills in the building-construction trades. The supply of airplane woodworkers declined from 813 to 688; only 25 of these were fully qualified workers. Most of the referable workers were receiving training in Kansas.

In the miscellaneous group, the supply of instrument makers, precision-lens grinders, finish boat painters, and foremen in the aircraft and boatbuilding industries continued to be insignificant in terms of the needs for such workers.

### *Placement Activities*

The usual December-January decline in placements<sup>2</sup> occurred again this year but was somewhat sharper than the one a year ago. Total placements dropped 11 percent from December 1941 to a January 1942 total of 438,000, whereas they fell only 2 percent in the same period last year (table 4). Declines occurred in the number of jobs filled in both agricultural and nonagricultural pursuits. Agricultural placements were almost a third fewer than in December, while nonagricultural placements dropped about one-tenth.

Total placements showed a 3.8-percent decline from January 1941 because of the sharp reduction in agricultural placements. The number of non-agricultural jobs filled was 7 percent above January 1941, while the number of placements of farm workers was down 58 percent.

Nonagricultural placements declined from De-

<sup>2</sup> Changes in reporting requirements, effective in January 1942, have necessitated changes in the tables carried in this section of the Bulletin. In addition, the pressure of emergency work in the Washington office has made it necessary to eliminate for the present the tabulation of some of the data presented in past months. Table 5, which shows only agricultural placements, will not be carried as a separate table in the future, but summary data will be included with total placements, as in table 4. Information, by States, concerning placements, by sex, will not be shown in tabular form. The differentiation between complete and supplementary placements is eliminated from table 4, and the figures on placements made by public employment offices now represent the combination of these two types of placements, separated into agricultural and nonagricultural placements.

cember to January in 37 jurisdictions. Curtailment among nonessential industries, as well as seasonal factors, caused what will probably be a temporary slackening in the demand for industrial workers in many areas. The impetus of holiday trade activity which had served to raise December placements was absent in January. As a group,

however, 11 important war-production States<sup>1</sup> reported a decline of only 6 percent in the number of nonagricultural jobs filled, as against 12 percent for the rest of the Nation. In several States, a large part of the drop in January placements was

<sup>1</sup> California, Connecticut, Illinois, Indiana, Maryland, Massachusetts, Michigan, New Jersey, New York, Ohio, and Pennsylvania.

Table 4.—Summary of nonagricultural and agricultural placements, by State, January 1942

[Corrected to Mar. 6, 1942]

Social Security Board region and State	Total			Nonagricultural		Agricultural	
	Number	Percentage change from—		Number	Percentage change from January 1941	Number	Percentage change from January 1941 <sup>1</sup>
		December 1941	January 1942				
Total.....	438,604	-11.1	-3.7	405,878	+7.1	32,039	-57.9
Region I:							
Connecticut.....	8,788	+6.4	+25.1	8,717	+25.2	71	+18.3
Maine.....	3,522	-8.0	+93.5	3,481	+94.1	41	.....
Massachusetts.....	8,599	-1.4	+39.7	8,579	+40.0	20	.....
New Hampshire.....	1,988	-8.5	+2.5	1,938	+8	50	.....
Rhode Island.....	2,488	+33.8	+45.4	2,485	+45.2	3	.....
Vermont.....	759	-34.8	-18.5	732	-19.6	27	.....
Region II:							
New York.....	46,213	-6.1	+31.8	46,011	+32.1	202	-14.0
Region III:							
Delaware.....	1,425	-13.9	+16.8	1,424	+17.1	1	.....
New Jersey.....	15,114	+3.3	+20.3	15,055	+20.8	59	-41.6
Pennsylvania.....	20,483	-7.4	+27.3	20,368	+27.0	115	.....
Region IV:							
District of Columbia.....	6,062	+7.3	+21.9	6,059	+21.9	3	.....
Maryland.....	5,967	+7.6	+27.3	5,939	+28.2	28	.....
North Carolina.....	13,182	+13.7	-41.7	12,829	-42.6	353	+41.8
Virginia.....	7,141	-8	-4.4	7,125	-4.2	16	.....
West Virginia.....	2,686	-19.9	-5.1	2,679	-5.1	7	.....
Region V:							
Kentucky.....	3,361	-27.2	-6.8	3,339	-7.3	22	.....
Michigan.....	11,393	-14.3	+11.3	11,282	+12.1	111	-35.1
Ohio.....	20,671	-5.3	+18.0	20,549	+18.7	122	-39.6
Region VI:							
Illinois.....	18,428	-16.0	+1.8	18,186	+1.9	242	-5.5
Indiana.....	10,473	-16.6	+3.7	10,412	+3.5	61	.....
Wisconsin.....	8,160	+3.1	+14.0	7,902	+14.9	258	-8.2
Region VII:							
Alabama.....	5,214	+8.4	+30.9	5,112	+35.0	102	-48.0
Florida.....	6,289	-17.7	-46.3	5,683	-49.4	606	+25.5
Georgia.....	5,995	-3.4	-28.1	5,954	-26.6	41	.....
Mississippi.....	4,287	+2.2	+83.4	4,077	+83.7	210	+76.5
South Carolina.....	5,229	+24.2	-58.1	5,194	-58.3	35	.....
Tennessee.....	6,295	-46.7	-80.5	6,196	-28.6	99	-99.6
Region VIII:							
Iowa.....	5,890	-40.6	+8.0	5,583	+11.1	307	-28.9
Minnesota.....	5,323	-6.4	+29.3	4,813	+33.9	510	-2.5
Nebraska.....	2,228	-14.9	+39.8	2,139	+39.5	89	+45.9
North Dakota.....	1,527	-32.0	+6.2	1,288	+4.0	239	+19.5
South Dakota.....	894	-49.0	-2.7	816	-4.8	78	+25.8
Region IX:							
Arkansas.....	10,803	-9.8	-38.6	10,041	+120.7	762	-94.1
Kansas.....	8,883	-2.0	+38.2	8,697	+38.2	186	+37.8
Missouri.....	11,540	-40.0	-4.8	11,121	-5.2	419	+7.2
Oklahoma.....	4,649	-42.8	+49.4	4,469	+49.3	180	+52.5
Region X:							
Louisiana.....	7,066	+22.9	+21.5	7,053	+28.8	33	.....
New Mexico.....	1,097	-71.0	-5.8	816	-13.2	281	+25.4
Texas.....	49,866	+2.3	-24.0	30,778	-31.1	19,088	-8.8
Region XI:							
Arizona.....	4,963	-34.4	-57.0	2,476	+6	2,517	-72.5
Colorado.....	2,790	-24.5	+7.4	2,600	+5.2	190	+50.8
Idaho.....	1,383	-28.4	+23.4	1,174	+13.0	209	+154.9
Montana.....	1,239	-19.3	+49.6	1,127	+49.3	112	+53.4
Utah.....	2,283	-15.2	+55.6	2,274	+60.0	9	.....
Wyoming.....	672	-21.2	-61.9	527	-69.8	145	.....
Region XII:							
California.....	46,094	-10.0	+54.1	42,909	+60.4	3,185	+1.1
Nevada.....	1,521	-2.8	+54.9	1,429	+55.7	92	+43.8
Oregon.....	7,711	-44.5	+23.2	7,498	+24.8	213	-14.8
Washington.....	8,110	-12.8	+12.0	7,821	+12.4	289	+2.8
Territories:							
Alaska.....	687	-21.8	+53.3	(2)	.....	(2)	.....
Hawaii.....	1,123	-14.9	-12.8	1,122	-11.0	1	.....

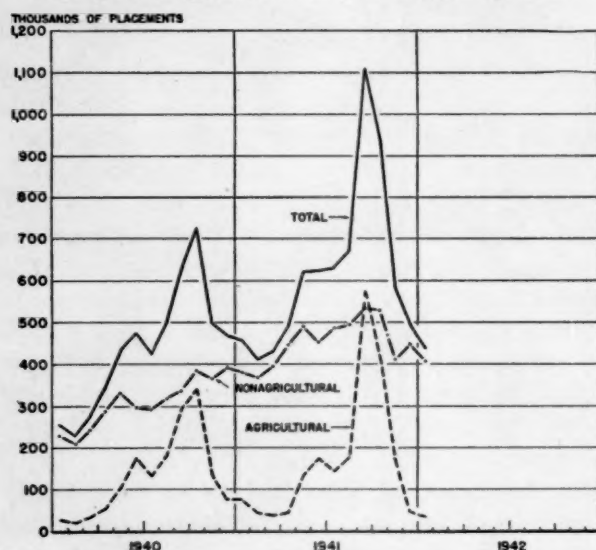
<sup>1</sup> Computed only for States reporting 50 or more agricultural placements in both months.

<sup>2</sup> Total excludes Alaska, for which data are not reported.

due to the smaller volume of agricultural jobs filled.<sup>4</sup>

On the other hand, 35 States showed increases in nonagricultural placements this January as compared with January 1941. The growing volume of war-production activity appears to be responsible for the increases in a number of States which had not experienced the stimulation of the defense boom a year ago. The absence of large-scale construction activity, such as was in progress

**Chart 1.—Placements of men and women by public employment offices, January 1940–January 1942**



in the early part of 1941, accounts for most of the decreases which occurred in some areas, especially the Southern States.

Continuing the rise begun in November, the active file of individuals seeking work increased 480,000 or 11 percent over December (table 6); the total of 4.9 million is the highest level attained since July 1941. It was, however, 200,000 or 3.9 percent smaller than at the end of January 1941.

Only 5 States reported a smaller active file at the end of January than at the end of the preceding month. Compared with January 1941, however, the file was smaller in 36 States for which comparable data were reported. Decreases ranging from 10 to 33 percent occurred in all the New England States except Rhode Island, in which a 26-percent increase occurred, in all the Pacific

<sup>4</sup> Arizona, Arkansas, California, Colorado, Minnesota, Montana, New Mexico, and South Dakota.

Coast States, and in most of the Middle Atlantic and North Central States. In Michigan, on the

**Table 5.—Agricultural placements, by State, December and January–December 1941**

[Data reported by State agencies, corrected to Feb. 6, 1942]

Social Security Board region and State	December 1941			January-December 1941			
	All placements		Complete placements	Supplementary placements	All placements		Percent of all placements in all industries
	Number	Percentage change from December 1940 <sup>1</sup>			Number	Percentage change from January-December 1940	
Total.....	46,256	-39.2	10,648	35,608	2,024,395	+29.3	27.2
Region I:							
Connecticut.....	85	+44.1	85	0	4,466	+92.2	4.3
Maine.....	57		57	0	2,217	+155.7	4.7
Massachusetts.....	33		33	0	1,823	+163.4	1.7
New Hampshire.....	57		56	1	1,002	+78.3	3.7
Rhode Island.....	4		4	0	194	+181.2	8
Vermont.....	32		30	2	1,721	+100.1	11.6
Region II:							
New York.....	283	+12.3	282	1	19,709	+129.7	3.4
Region III:							
Delaware.....	5		5	0	390	+83.1	2.0
New Jersey.....	123	+13.9	123	0	5,430	+129.7	2.9
Pennsylvania.....	117	+46.2	115	2	4,301	+106.4	1.7
Region IV:							
Dist. of Col.....	9		9	0	208	+100.0	3
Maryland.....	53	-61.0	53	0	9,963	+464.2	12.9
North Carolina.....	218	+59.1	134	84	42,075	+197.8	17.1
Virginia.....	39		39	0	4,420	+33.0	3.5
West Virginia.....	26		10	16	1,689	+105.0	3.4
Region V:							
Kentucky.....	48		48	0	1,923	-1.2	3.9
Michigan.....	238	+2.1	214	24	9,058	+20.7	5.2
Ohio.....	511	-7.4	498	13	9,920	+26.9	3.4
Region VI:							
Illinois.....	413	+43.9	379	34	12,956	+111.4	4.8
Indiana.....	91	+3.4	91	0	2,811	+13.0	1.7
Wisconsin.....	337	+25.3	326	11	6,108	-4.2	5.1
Region VII:							
Alabama.....	132		105	27	9,367	+11.5	13.6
Florida.....	79	-2.5	37	42	1,865	-75.2	2.4
Georgia.....	184	+13.6	182	2	7,742	-22.3	6.5
Mississippi.....	179	-67.0	178	1	6,748	-8.6	9.5
South Carolina.....	117	+129.4	115	2	2,798	+26.1	3.2
Tennessee.....	4,720	-73.5	370	4,350	437,063	+153.5	81.5
Region VIII:							
Iowa.....	400	-26.6	395	5	10,922	+11.8	10.0
Minnesota.....	732	+6.4	683	49	20,289	+15.7	21.0
Nebraska.....	192	+95.9	174	18	5,310	+75.6	12.2
North Dakota.....	311	+35.2	308	3	28,835	+13.4	55.3
South Dakota.....	448	+348.0	159	289	12,699	+405.3	41.2
Region IX:							
Arkansas.....	4,745	-74.8	40	4,705	243,651	+22.5	79.8
Kansas.....	344	+42.1	324	20	6,529	+52.6	6.8
Missouri.....	179	-82.4	171	8	28,948	-35.8	13.8
Oklahoma.....	1,048	+26.7	107	941	44,134	+11.3	40.8
Region X:							
Louisiana.....	623	+9.7	160	463	7,377	+51.6	7.1
New Mexico.....	2,754	+188.4	1,315	1,439	31,833	+69.6	64.6
Texas.....	13,424	-10.0	224	13,200	530,489	-10.6	55.8
Region XI:							
Arizona.....	5,135	-55.2	128	5,007	55,278	+6.0	64.2
Colorado.....	632	+2.9	124	508	41,898	+15.8	50.8
Idaho.....	279	+22.4	205	74	46,570	+114.8	65.0
Montana.....	237	+34.6	141	96	12,321	+53.6	37.1
Utah.....	26		25	1	7,024	+33.4	21.4
Wyoming.....	84		81	3	2,186	+5.8	11.8
Region XII:							
California.....	5,339	+87.6	1,575	3,764	87,585	+42.6	16.2
Nevada.....	82	+6.5	75	7	3,386	+64.8	15.0
Oregon.....	652	+95.2	408	244	136,423	+35.6	51.9
Washington.....	390	+89.3	239	151	52,044	+53.6	31.4
Territories:							
Alaska.....	6		5	1	60	-14.3	5
Hawaii.....	4		4	0	637	+132.5	5.2

<sup>1</sup> Computed only for States reporting 50 or more placements in both months.

<sup>2</sup> Excludes 8,353 supplementary placements made in cooperation with the Arkansas State Employment Service prior to August and included in data for Arkansas.



other hand, the active file rose 62,500 or 41 percent above the previous month and 79,000 or 58 percent above January 1941.

Although the active file of men registered for work with public employment offices rose to 3.5

**Table 6.—Total applications received and active file of applications in public employment offices, by State, January 1942**

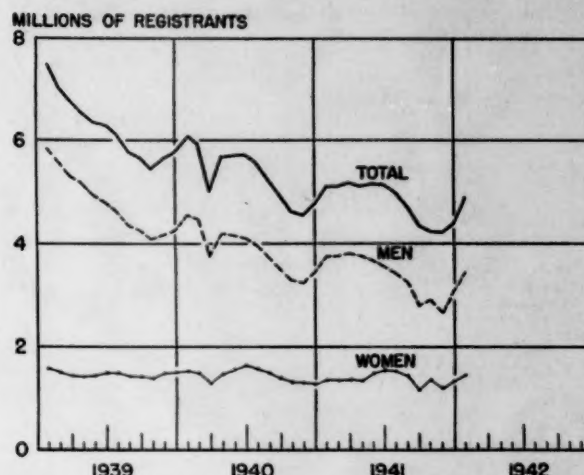
[Corrected to Feb. 23, 1942]

Social Security Board region and State	Total applications received January 1942	Active file as of Jan. 31, 1942		
		Number	Percentage change from—	
			Dec. 31, 1941	Jan. 31, 1941
<b>Total</b>	1,956,351	4,893,333	+10.9	+4.0
<b>Region I:</b>				
Connecticut	30,697	47,138	+22.3	-14.7
Maine	11,390	24,282	+6.9	-26.7
Massachusetts	61,035	152,913	+14.8	-24.0
New Hampshire	6,813	12,754	+3.5	-35.4
Rhode Island	13,492	32,566	+8.8	+26.1
Vermont	3,412	8,557	+6.2	-31.2
<b>Region II:</b>				
New York	227,345	493,606	+12.0	-5.2
<b>Region III:</b>				
Delaware	4,894	8,574	+34.7	-20.4
New Jersey	73,960	186,381	+11.3	-11.0
Pennsylvania	129,510	286,843	+12.9	-26.8
<b>Region IV:</b>				
District of Columbia	13,298	21,172	+7.1	-26.4
Maryland	31,029	40,500	+29.4	-22.3
North Carolina	39,259	83,209	-9.2	-25.7
Virginia	27,338	42,941	-3.5	-8.9
West Virginia	18,604	53,863	+8.2	-15.1
<b>Region V:</b>				
Kentucky	26,188	79,087	+9.7	-11.1
Michigan	108,078	214,835	+41.0	+58.2
Ohio	111,605	206,259	+16.7	-32.6
<b>Region VI:</b>				
Illinois	107,865	242,186	+10.2	+10.0
Indiana	55,318	259,700	+6.6	+63.9
Wisconsin	35,426	94,654	+17.4	-14.5
<b>Region VII:</b>				
Alabama	28,323	87,946	+9.9	-6
Florida	25,194	90,795	+1.6	+21.1
Georgia	33,821	99,651	+13.3	-30.1
Mississippi	23,378	74,895	-8.6	+23.0
South Carolina	16,684	60,495	+9	+20.6
Tennessee	24,365	141,004	+4.2	+21.1
<b>Region VIII:</b>				
Iowa	25,903	66,725	+21.6	-15.7
Minnesota	41,210	107,626	+24.2	-4.3
Nebraska	12,912	43,286	+6.7	-5.7
North Dakota	6,156	21,663	-4.2	-19.6
South Dakota	6,093	20,833	+10.3	-9.6
<b>Region IX:</b>				
Arkansas	33,042	85,608	-5	+113.3
Kansas	28,691	62,375	+11.3	+1.6
Missouri	75,067	220,055	+15.8	+8.7
Oklahoma	28,564	94,458	+1.8	+119.6
<b>Region X:</b>				
Louisiana	27,585	121,013	+1.7	-4
New Mexico	5,032	26,337	+12.2	-7.9
Texas	80,586	281,797	+7	+9.5
<b>Region XI:</b>				
Arizona	7,884	24,189	+19.2	+25.6
Colorado	13,231	54,057	+9.0	-7.3
Idaho	4,997	21,952	+7.2	( <sup>1</sup> )
Montana	7,421	13,112	+12.4	-42.9
Utah	11,221	18,121	+15.6	-23.0
Wyoming	2,927	7,785	+26.7	-3
<b>Region XII:</b>				
California	174,948	355,594	+16.5	-18.0
Nevada	3,341	4,098	+12.8	-32.4
Oregon	19,628	31,017	+7.8	-27.0
Washington	37,958	89,606	+31.3	-15.7
<b>Territories:</b>				
Alaska	1,499	1,065	+28.6	-44.7
Hawaii	3,134	3,795	+1	-40.0

<sup>1</sup> Based on comparable data; excludes Idaho.

<sup>2</sup> Data not comparable.

**Chart 2.—Active file of men and women registrants at public employment offices as of end of month, January 1939–January 1942**



million, 12 percent or 377,000 greater than in December, it was still 8 percent smaller than at the end of January 1941. The file of women, on the other hand, rose only 8 percent or 103,000 above December to 1.4 million and was 6 percent larger than at the end of last January.

### Vocational Training Activities

United States Employment Service referrals to training courses and placements of trainees both reached record highs in December. Public employment offices referred 39,200 persons for training in pre-employment refresher courses—20 percent more than in the pre-war month of November—and assigned an additional 3,800 to NYA youth work defense projects which offer paid training in essential occupations. Employment Service referrals accounted for three-fifths of the 64,500<sup>5</sup> new enrollments in pre-employment refresher courses during the month. The public employment offices placed 11,700 trainees in December, 12 percent more than in the previous month (table 7). Employment service referrals were almost four times, and placements more than three times, the comparable totals for December 1940.

During the year 1941, the United States Employment Service referred 359,300 workers to training courses, both pre-employment refresher and NYA, and found jobs for 91,300 trainees.

<sup>5</sup> Estimated by the U. S. Office of Education; unadjusted for the number who dropped out within 10 days of their enrollment.

**Table 7.—Placements of trainees from pre-employment refresher courses, by specified characteristic, December and January–December 1941**

[Data reported by State agencies, corrected to Feb. 3, 1942]

Characteristic	Placements	
	December 1941	January–December 1941
Total.....	11,682	91,304
Age (years):		
Under 21.....	4,015	28,662
21–24.....	2,640	23,453
25–44.....	4,400	34,558
45 and over.....	621	4,619
Unspecified.....	6	12
Race:		
White.....	11,549	90,313
Negro and other.....	133	986
Unspecified.....	0	5
Type of course taken:		
Aviation services.....	4,514	36,522
Drafting and blueprinting.....	87	1,038
Machine shop.....	2,916	29,344
Sheet-metal work.....	586	5,056
Welding.....	1,463	7,195
All other.....	2,116	12,149
Occupation in which placed:		
Professional and managerial.....	78	950
Clerical and sales.....	317	1,947
Service.....	166	1,045
Agriculture, fishery, and forestry.....	9	174
Skilled.....	3,824	29,783
Semiskilled.....	4,888	42,211
Unskilled.....	2,399	14,218
Unspecified.....	1	976

The United States Office of Education reported that 435,000 persons were admitted to pre-employment refresher courses during the last 6 months of 1941. At the beginning of December, more than 127,100 trainees were attending these courses.

Workers unemployed because of seasonal factors, plant conversion, or material shortages were a source of trainee supply in many areas. In some New England localities where there had been shortages of trainees, training displaced workers was being emphasized. Oregon reported waiting lists for training courses, with logging and saw-mill workers applying in large numbers. In the New York City area of New York State more persons—many of them displaced salesmen and construction workers—were seeking training than existing facilities could accommodate.

Increased numbers of women were accepted for training in the war production occupations. Maryland was the only State to refer an appreciable number of nonwhite workers to training courses. In December, 341 or a fifth of all applicants accepted in the State were nonwhite workers.

Increased training activity in this first month

of the war and a shortage of facilities caused many localities to operate their training courses 24 hours a day every day in the week.

*Applicants accepted as trainees.*—The number of referrals to training classes increased in 36 States during December. More registrants than ever before were accepted as trainees in California, Florida, Georgia, Idaho, Kentucky, New Hampshire, Nebraska, North Carolina, Oregon, and South Carolina. California continued to make the largest number of referrals, more than two and one-half times as many as New York, which had the next highest number.

Machine-shop courses continued to have the largest enrollment, 1,800 more than in the previous month. However, the number of persons entering aviation-service courses (which include training in such skills as aircraft riveting, aircraft sheet-metal work, detail assembling, and airplane inspection), increased to a total only slightly below the referrals to machine-shop courses. Referrals to welding courses also increased, and registrants in these courses accounted for a fifth of all applicants accepted as trainees.

A record high of 1,328 nonwhite applicants were accepted for training, 228 more than in the previous month. As in November, however, this number still represented only 3.4 percent of all referrals.

In 1941, two-fifths of all persons accepted for training were from California, New York, and Pennsylvania. There was wide variation among the States in the numbers referred; 11 States referred more than 10,000 persons each, while 13 others each made less than 1,000 referrals in the 12-month period.

There has been a shift in the age distribution of applicants accepted for training in 1941 (table 8). In the early months of the year a large number of workers who had had some previous experience were enrolled in refresher courses and the propor-

**Table 8.—Percentage distribution, by age, of registrants admitted to pre-employment refresher vocational education courses, 1941**

Age group	March	June	September	December
Under 21.....	27.0	36.9	32.3	24.5
21–24.....	27.3	21.2	22.9	20.7
25–44.....	39.9	35.3	39.2	48.7
45 and over.....	5.8	6.6	5.3	6.0
Unspecified.....	0	0	.3	.1

tion of enrollees in the 25-44 year age group was, consequently, relatively high. As the supply of experienced workers was depleted and as, with the summer months, a large number of students entered the labor market, there was a decided shift in enrollments to persons under 21 years of age. Toward the end of 1941, older workers again were referred in larger numbers, partly because displaced workers were recruited for training in war employment. Furthermore, some local employment offices appeared unwilling to refer men of draft age.

**Placement of trainees.**—Sixty percent of the December placements were made in California, New York, Oregon, Pennsylvania, Texas, and Washington. The 3,000 placements made in California were the largest number made in any one State and almost three times the number placed in Washington, the next highest State.

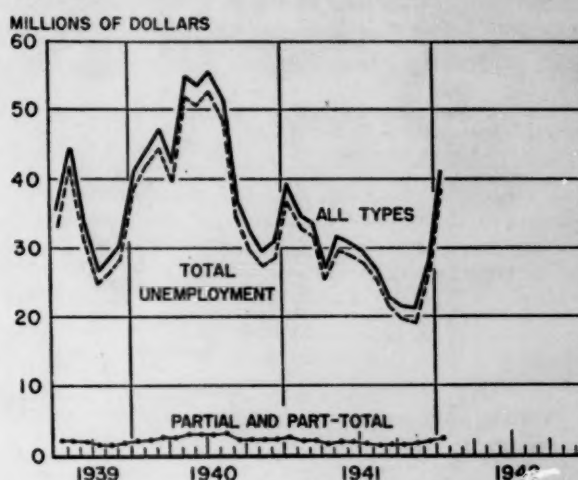
The heavy demand for workers in the aircraft industry, especially in California, New York, Oregon, and Washington, is indicated by the placement of 4,500 trainees who had taken aviation-service courses. These placements constituted nearly two-fifths of all jobs filled by trainees. Although workers who had been trained in machine-shop courses accounted for one-fourth of all placements, the total of such placements was less than the October peak. The number of trainees who had taken welding courses and obtained employment continued to rise.

### Insurance Activities

The steep rise in unemployment compensation benefit payments which normally occurs between December and January was repeated this year. Benefit payments, aggregating \$41.1 million, were made for approximately 3.5 million man-weeks of unemployment (table 9). Disbursements totaled \$13.2 million or 47 percent above December, the sharpest December-January rise on record. More than 1 million individuals received at least one benefit payment during the month, slightly more than in January of last year but about 400,000 or two-thirds more than in December. Approximately one-fourth of the 4.2 million unemployed during January, as estimated by the WPA, received unemployment compensation.<sup>6</sup>

<sup>6</sup> Since the WPA sample was taken during the early part of January, much of the unemployment that resulted from material shortages and curtailment orders later in the month was not included. Hence, as pointed out by the WPA Monthly Report of Unemployment, the 4.2 million figure was probably an underestimation.

Chart 3.—Amount of unemployment benefits paid, by type of unemployment, by month, July 1939-January 1942



Most of the rise in January benefit payments was the result of normal seasonal reductions in canning, construction, lumbering, and retail trade and of the initiation of new benefit years in many States. The spread of priorities unemployment, however, while not materially affecting payments in most States, contributed to the greater-than-usual increase in January disbursements and emerged as a prime factor in a number of highly industrialized areas, such as Indiana, Michigan, Ohio, and Wisconsin. If payments in these four States were excluded from the national total, benefit disbursements would have been 9.8 percent less than in January 1941 instead of 4.5 percent larger.

Persons laid off from work during January or in preceding months filed 1.1 million initial claims for benefits at local offices during the month, 6.3 percent more than in December and 12 percent more than in January 1941. The 4.6 million continued claims received in January represented an estimated 4.5 million man-weeks of unemployment among covered workers, of which 3.5 million, or about three-fourths, were compensated. There were 27 percent more continued claims received in January than in December, but 7.0 percent fewer than in January 1941.

**Claims and payments.**—All but 8 States reported December-January increases in initial claims receipts (table 10). Increases of 40 percent or more were reported by 27 States, and in 11 of these States receipts were more than double the Decem-



ber volume. Although 27 States had nearly as large or larger December-January percentage increases last year, in 15 of them the volume of receipts was lower this January than last. Most of the 8 States reporting declines contained impor-

tant industrial areas; declines ranged from 5.4 percent in Connecticut to 24 percent in Wisconsin and 50 percent in Michigan.

A final production spurt in the automobile industry before the complete shut-down scheduled

Table 9.—Number of weeks compensated and amount of benefits paid, by State, January 1942

[Data reported by State agencies, corrected to Feb. 27, 1942]

Social Security Board region and State	Weeks compensated for—					Benefits paid <sup>1</sup>				
	All unemployment			Total unemployment		Amount <sup>2</sup>	Percent- age change from Dec- ember 1941	Type of unemployment		
	Number	Percentage change from—		Number	Percent of all weeks			Total	Part- total <sup>3</sup>	Partial <sup>3</sup>
		December 1941	January 1941							
Total.....	3,553,498	+41.0	-4.9	3,205,237	90.2	\$41,055,690	+47.4	\$38,514,529	\$749,731	\$1,759,638
Region I:										
Connecticut.....	31,083	+24.2	+9.4	26,731	84.4	333,340	+25.1	300,756	474	31,908
Maine.....	20,201	-4	-39.6	16,116	79.8	142,363	-6	117,967	5,824	18,672
Massachusetts.....	141,865	+18.9	-30.7	128,791	90.8	1,464,900	+21.1	1,391,351	5,390	67,238
New Hampshire.....	11,861	-20.0	-19.0	9,026	76.1	94,492	-14.6	80,781	314	13,397
Rhode Island.....	27,980	+17.6	-10.6	25,508	91.2	304,705	+20.1	291,744	( <sup>4</sup> )	( <sup>4</sup> )
Vermont.....	4,233	+60.0	-54.2	3,923	92.7	40,977	+74.5	39,167	622	1,178
Region II:										
New York.....	497,827	+27.1	-28.0	497,827	100.0	5,982,437	+27.8	5,982,437	( <sup>4</sup> )	( <sup>4</sup> )
Region III:										
Delaware.....	7,651	+51.2	-3.3	6,346	82.9	66,313	+44.4	58,829	617	6,760
New Jersey.....	225,424	+43.4	+69.0	176,122	78.1	2,619,988	+47.6	2,263,441	3,676	352,690
Pennsylvania.....	190,242	+37.8	-30.6	190,242	100.0	2,123,777	+38.7	2,123,777	( <sup>4</sup> )	( <sup>4</sup> )
Region IV:										
District of Columbia.....	11,229	-3.5	-42.8	10,782	96.0	139,033	-2.3	133,660	4,036	1,036
Maryland.....	36,522	+15.3	-13.5	27,901	76.4	404,532	+11.7	343,748	886	59,723
North Carolina.....	66,972	+24.6	+6.7	60,478	90.3	436,386	+25.8	410,091	2,635	23,561
Virginia.....	30,017	+28.5	-30.2	28,030	93.4	253,520	+27.2	242,986	4,254	6,224
West Virginia.....	24,716	+41.7	-16.7	15,259	61.7	216,088	+26.5	159,494	588	56,006
Region V:										
Kentucky.....	38,938	+50.4	-9.3	34,084	87.5	290,713	+53.2	267,077	11,880	11,681
Michigan.....	373,392	+185.8	+260.2	356,775	95.5	5,307,103	+247.3	5,186,430	19,962	100,711
Ohio.....	167,384	+61.2	-12.7	149,884	89.5	1,920,674	+71.0	1,811,466	29,811	78,866
Region VI:										
Illinois.....	262,616	+21.7	-6.8	207,119	78.9	3,269,357	+20.3	2,842,295	140,763	281,224
Indiana.....	110,274	+71.8	+67.4	96,909	87.9	1,354,889	+80.9	1,264,927	32,833	56,877
Wisconsin.....	60,075	+63.7	+66.3	52,091	86.7	672,341	+72.4	608,764	18,872	44,705
Region VII:										
Alabama.....	35,882	-9.6	-23.1	34,199	96.3	280,124	-11.3	270,018	7,884	2,107
Florida.....	54,678	+35.0	+52.3	49,506	90.5	551,452	+36.4	519,689	21,872	9,891
Georgia.....	58,126	+29.8	+58.5	55,453	95.4	488,706	+33.3	471,267	4,546	12,674
Mississippi.....	26,625	+25.6	+9.6	24,628	92.5	214,182	+23.9	202,881	3,561	7,647
South Carolina.....	20,735	+23.2	+15.5	27,690	93.1	236,913	+30.0	226,649	4,326	5,782
Tennessee.....	73,120	+55.8	+9.7	68,933	94.3	638,052	+56.2	611,772	13,458	12,822
Region VIII:										
Iowa.....	24,957	+65.7	-37.8	22,210	89.0	238,375	+76.6	222,069	12,127	3,859
Minnesota.....	65,096	+31.2	-31.1	57,526	88.4	765,596	+34.5	699,602	30,777	35,217
Nebraska.....	15,219	+58.1	-30.3	13,833	90.9	156,914	+68.1	145,947	5,159	5,781
North Dakota.....	5,847	+159.9	-22.5	5,265	90.0	59,703	+161.1	55,052	2,521	2,130
South Dakota.....	4,956	+60.9	-24.0	4,677	94.4	43,316	+63.9	41,611	( <sup>4</sup> )	( <sup>4</sup> )
Region IX:										
Arkansas.....	19,523	+18.1	-37.1	18,479	94.7	130,738	+16.6	124,887	2,523	3,328
Kansas.....	26,249	+36.7	+27.3	23,702	90.3	267,914	+42.0	249,697	9,989	8,228
Missouri.....	71,325	+12.0	+14.5	61,082	85.6	747,458	+19.2	691,043	7,277	48,910
Oklahoma.....	25,892	+27.2	-17.2	23,099	89.2	289,567	+29.2	268,617	20,277	673
Region X:										
Louisiana.....	73,135	+19.8	+12.1	68,261	93.3	695,669	+14.6	658,849	21,631	14,651
New Mexico.....	7,499	+35.8	-30.9	7,152	95.4	71,525	+36.1	68,814	1,896	815
Texas.....	63,462	+18.8	-21.8	55,848	88.0	514,542	+20.2	476,540	35,369	2,386
Region XI:										
Arizona.....	7,760	+17.3	-12.5	7,467	96.2	91,115	+17.9	88,585	2,437	93
Colorado.....	14,400	+35.4	-52.5	13,464	93.5	150,247	+38.0	142,688	4,233	3,321
Idaho.....	13,259	+144.2	-38.4	12,690	95.7	165,474	+160.9	160,701	( <sup>4</sup> )	( <sup>4</sup> )
Montana.....	16,659	+44.3	-42.4	16,659	100.0	189,067	+48.3	189,067	( <sup>4</sup> )	( <sup>4</sup> )
Utah.....	15,427	+21.7	-16.1	14,120	91.5	211,894	+27.7	199,264	9,401	3,181
Wyoming.....	4,994	+77.5	-19.0	4,482	89.7	68,854	+86.2	63,904	4,213	737
Region XII:										
California.....	387,371	+43.5	-14.7	332,547	85.8	5,428,730	+45.6	4,904,976	203,383	318,111
Nevada.....	4,309	+30.3	-57.6	4,031	93.5	57,030	+31.8	54,480	1,588	962
Oregon.....	17,006	+29.1	-35.4	14,938	87.8	227,062	+35.2	209,581	9,413	7,896
Washington.....	46,520	+46.2	-34.9	40,388	86.8	597,204	+47.4	536,937	25,672	34,595
Territories:										
Alaska.....	1,928	+85.9	-5.2	1,875	97.3	27,881	+85.7	27,282	599	0
Hawaii.....	1,437	+10.6	-17.6	1,089	75.8	12,458	+36.8	10,972	162	1,324

<sup>1</sup> Not adjusted for voided benefit checks.

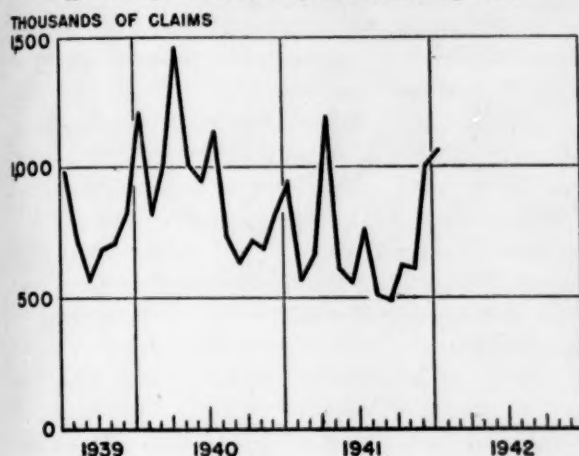
<sup>2</sup> Includes supplemental payments, not classified by type of unemployment.

<sup>3</sup> Benefits for partial and part-total unemployment are not provided by State law in Montana, New York, and Pennsylvania.

<sup>4</sup> Excludes Idaho, Rhode Island, and South Dakota; data not reported.

for February 1 was reflected in the 50-percent decline from the previous month in initial claims filed in Michigan. Initial claims in that State were, however, triple the volume of last January. More than four-fifths of the decline from December was localized in the automobile production centers of Detroit, Flint, Grand Rapids, Pontiac, and Saginaw. The Detroit area alone was responsible for more than half the decline. These five cities, however, accounted for over three-fourths of all January initial claims received in the State; almost three-fifths of the total were filed in the

Chart 4.—Number of initial claims received in local offices, by month, July 1939–January 1942



Detroit area. In both Indiana and Ohio, half a dozen cities,<sup>7</sup> most of them hard hit by production restrictions, accounted for more than half of all initial claims filed by newly unemployed workers.

Except for Massachusetts and New Hampshire, continued claims received, both from individuals serving waiting periods and from those drawing benefits, increased over December in all States. They were fewer than in January 1941, however, in 40 States. Benefit payments were higher than in December in all but 4 States.

Following the sharp rise in initial claims filed by unemployed automobile workers in December, continued claims received in Michigan during January rose 60 percent, while benefit payments more than tripled to a total of \$5.2 million. January benefit payments were equivalent to more than a third of all benefit disbursements in the State

during the entire year of 1941 and almost equaled all benefits paid during the first half of that year. In Indiana and Wisconsin, benefit payments in January 1942 totaled approximately one-fourth the entire amount paid out in these States during all

Table 10.—Number of initial and continued claims received in local offices, by State, January 1942

[Data reported by State agencies, corrected to Feb. 23, 1942]

Social Security Board region and State	Initial claims			Continued claims		
	Number	Percentage change from—		Number	Percentage change from—	
		December 1941	January 1942		December 1941	January 1942
Total.....	11,062,082	+6.3	+11.5	4,584,016	+26.7	-7.0
Region I:						
Connecticut.....	13,386	-5.4	-9.7	43,303	+8.6	-10.5
Maine.....	3,940	-14.5	-12.9	22,770	+1.2	-36.8
Massachusetts.....	33,984	-12.8	-18.4	104,824	-2.0	-24.8
New Hampshire.....	2,553	+31.9	+50.9	13,325	-28.6	-30.3
Rhode Island.....	8,904	+12.0	-6.1	31,770	+15.7	-12.9
Vermont.....	1,885	+23.7	-36.9	6,884	+65.6	-56.7
Region II:						
New York.....	143,079	-19.1	-5.2	641,547	+14.0	-20.9
Region III:						
Delaware.....	3,606	+132.7	-4.7	9,522	+69.0	-12.8
New Jersey.....	63,246	+18.3	+38.0	265,817	+29.8	+28.6
Pennsylvania.....	47,857	+10.3	-4.0	308,420	+10.2	-23.3
Region IV:						
Dist. of Col.....	3,047	+116.7	-18.1	16,392	+17.2	-37.4
Maryland.....	7,436	+4.6	+41.2	41,844	+15.7	-17.9
North Carolina.....	23,565	+104.6	+33.8	82,825	+26.1	+5.6
Virginia.....	4,321	-11.0	+4.4	37,762	+31.3	-18.7
West Virginia.....	6,631	+54.4	-7.4	27,237	+33.5	-34.4
Region V:						
Kentucky.....	11,879	+70.5	+102.4	23,842	+47.9	-14.8
Michigan.....	95,925	-50.1	+202.0	394,421	+59.5	+212.7
Ohio.....	48,353	+19.4	+19.7	238,959	+59.1	-9.9
Region VI:						
Illinois.....	83,359	+15.4	-5.9	293,115	+11.0	-11.2
Indiana.....	31,307	+79.4	+92.5	139,562	+76.0	+50.0
Wisconsin.....	15,660	-24.0	-20.1	82,774	+35.4	+21.2
Region VII:						
Alabama.....	12,242	+97.9	+15.1	55,535	+19.1	-13.9
Florida.....	13,636	+22.7	+57.8	61,066	+26.0	+28.8
Georgia.....	12,544	+41.4	+5.4	83,763	+18.8	+62.6
Mississippi.....	10,001	+76.4	+28.2	37,409	+31.4	+15.5
South Carolina.....	8,926	+100.4	+48.3	50,567	+38.9	+42.7
Tennessee.....	16,220	+65.2	+44.0	94,182	+35.5	+5.7
Region VIII:						
Iowa.....	16,276	+83.0	-11.2	51,885	+106.5	-29.4
Minnesota.....	27,841	+49.0	-10.1	102,015	+70.4	-27.0
Nebraska.....	7,298	+54.9	-1.0	24,966	+98.0	-19.8
North Dakota.....	2,588	+117.8	-12.1	8,903	+88.1	-28.2
South Dakota.....	878	-7.7	-3.1	6,060	+35.1	-31.8
Region IX:						
Arkansas.....	5,966	+25.2	-34.4	23,187	+17.5	-47.9
Kansas.....	8,110	+104.7	-8.2	35,349	+42.0	-6.7
Missouri.....	25,607	+97.6	+20.0	110,229	+23.1	-5.0
Oklahoma.....	11,646	+145.5	-2.5	34,462	+40.8	-25.1
Region X:						
Louisiana.....	19,243	+103.7	+57.7	100,566	+21.2	+20.9
New Mexico.....	2,904	+149.3	+28.1	11,202	+62.4	-26.5
Texas.....	26,200	+33.8	+2	105,260	+15.0	-18.9
Region XI:						
Arizona.....	3,848	+40.4	+43.9	9,381	+24.7	-24.4
Colorado.....	4,229	+40.8	-35.9	19,182	+30.4	-50.8
Idaho.....	5,582	+43.2	-12.5	21,156	+73.8	-39.7
Montana.....	5,342	+122.3	-14.8	28,287	+61.4	-35.4
Utah.....	3,731	+18.3	+11.7	18,103	+26.0	-18.5
Wyoming.....	2,346	+118.6	-3.1	9,024	+65.3	-13.1
Region XII:						
California.....	107,971	+33.1	+3.3	454,989	+14.3	-18.0
Nevada.....	1,515	+56.7	-18.2	6,404	+31.6	-52.8
Oregon.....	17,233	+10.7	+47.3	48,548	+107.3	-26.8
Washington.....	27,436	+16.8	-13.0	76,244	+48.7	-27.3
Territories:						
Alaska.....	(1)			3,046	+71.4	-11.3
Hawaii.....	620	+67.1	-20.8	2,038	+27.3	-30.4

<sup>1</sup> Excludes Alaska; data not reported.

<sup>2</sup> Excludes claims for partial unemployment.

<sup>7</sup> In Indiana—Anderson, Bloomington, Evansville, Fort Wayne, Indianapolis, and South Bend; in Ohio—Akron, Cincinnati, Cleveland, Columbus, Dayton, and Toledo.

of 1941. The same five Michigan cities in which the bulk of initial claims was concentrated reported

**Table 11.—Average weekly number of claimants receiving benefits, number receiving first payments, and number exhausting benefit rights, by State, January 1942**

[Data reported by State agencies, corrected to Feb. 18, 1942]

Social Security Board region and State	Claimants receiving benefits <sup>1</sup>		Claimants receiving first payments		Claimants exhausting benefit rights	
	Average weekly number	Percentage change from December 1941	Number	Percentage change from January 1941	Number	Percentage change from January 1941
<b>Total</b> .....	796,600	+52.3	413,743	+17.4	131,832	-31.7
<b>Region I:</b>						
Connecticut.....	7,038	+27.9	5,300	+27.9	954	-43.1
Maine.....	4,718	+11.7	1,823	+13.2	606	-62.7
Massachusetts.....	30,354	+11.6	14,687	-15.7	4,668	-41.8
New Hampshire.....	2,657	-20.7	1,083	+13.2	370	-58.8
Rhode Island.....	6,122	+15.6	3,654	+35.2	1,887	-17.1
Vermont.....	916	+59.3	682	-47.0	156	-65.1
<b>Region II:</b>						
New York.....	115,486	+48.1	46,584	-3.7	29,791	-38.3
<b>Region III:</b>						
Delaware.....	1,690	+58.5	1,739	+44.6	343	-41.1
New Jersey.....	49,287	+44.8	29,842	+36.7	9,935	+22.5
Pennsylvania.....	41,827	+40.4	28,405	-20.9	11,446	-48.9
<b>Region IV:</b>						
Dist. of Col.....	2,614	+6.7	1,003	-26.1	346	-44.7
Maryland.....	8,023	+14.2	3,973	+51.4	1,939	-11.2
North Carolina.....	15,127	+32.3	6,994	+33.0	1,966	-15.8
Virginia.....	6,796	+40.1	3,350	-4.3	1,413	-29.7
West Virginia.....	5,545	+53.7	3,259	+46.4	694	-53.9
<b>Region V:</b>						
Kentucky.....	8,398	+47.1	4,449	+67.4	885	-58.2
Michigan.....	74,678	+128.6	50,737	+271.6	4,605	+1.1
Ohio.....	41,879	+171.1	18,845	+24.0	4,365	-46.6
<b>Region VI:</b>						
Illinois.....	66,615	+83.4	34,783	+60.9	8,073	-33.5
Indiana.....	23,482	+64.6	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )
Wisconsin.....	13,320	+76.6	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )	( <sup>2</sup> )
<b>Region VII:</b>						
Alabama.....	8,918	+15.1	2,520	-19.1	962	-48.1
Florida.....	12,171	+41.8	8,461	+83.1	2,508	+45.1
Georgia.....	13,269	+45.5	5,653	+73.4	1,724	-41.0
Mississippi.....	6,346	+57.7	3,116	+12.4	1,133	-10.8
South Carolina.....	6,507	+22.0	3,617	+58.4	1,021	-11.0
Tennessee.....	15,688	+50.8	7,309	+42.7	2,253	-18.8
<b>Region VIII:</b>						
Iowa.....	5,668	+94.1	5,426	-27.6	1,265	-8.9
Minnesota.....	15,467	+65.6	9,840	-14.9	2,489	-44.3
Nebraska.....	3,421	+76.8	2,964	-1.9	505	-43.6
North Dakota.....	1,169	+108.0	966	+12.9	183	-44.5
South Dakota.....	1,105	+76.0	535	-21.1	206	+2.5
<b>Region IX:</b>						
Arkansas.....	4,358	+22.2	2,529	-25.8	1,346	-8.6
Kansas.....	5,687	+33.7	4,002	+22.7	998	-43.0
Missouri.....	15,956	+15.5	7,090	-27.8	3,362	-17.7
Oklahoma.....	5,941	+43.7	3,630	-23.7	1,203	-52.6
<b>Region X:</b>						
Louisiana.....	16,751	+32.9	7,331	+26.1	5,041	+10.7
New Mexico.....	1,700	+50.4	1,224	+8.0	213	-59.8
Texas.....	15,279	+50.9	8,846	+6.6	4,401	-11.2
<b>Region XI:</b>						
Arizona.....	1,725	+20.0	1,206	+35.5	611	+22.4
Colorado.....	3,382	+50.1	1,756	-48.7	683	-41.8
Idaho.....	2,773	+112.3	2,113	-1.1	778	-49.5
Montana.....	3,739	+57.4	2,871	-30.3	406	-46.6
Utah.....	3,420	+24.3	1,767	-3.9	313	-65.8
Wyoming.....	1,076	+77.6	828	+11.7	382	-3.3
<b>Region XII:</b>						
California.....	82,787	+36.1	44,336	+28.9	11,115	-24.5
Nevada.....	942	+29.8	528	-50.7	146	-61.0
Oregon.....	3,834	+39.3	5,106	-40.2	600	+11.3
Washington.....	10,143	+46.8	6,306	-34.7	1,486	-53.4
<b>Territories:</b>						
Alaska.....	465	+165.1	320	+25.5	36	-34.5
Hawaii.....	350	+41.7	295	+2.8	21	-84.1

<sup>1</sup> Represents average number of weeks of unemployment compensated during weeks ended within month.

<sup>2</sup> Excludes Indiana and Wisconsin, for which data are not comparable.

<sup>3</sup> Represents claimants exhausting benefit rights under uniform-duration provisions of State law.

the receipt of 70 percent of all of Michigan's continued claims in January.

Other important industrial States reporting substantial increases over December in continued claims and benefit disbursements were Indiana, Wisconsin, Ohio, and New Jersey. In each of these States payments were larger than in January 1941, an indication of the nonseasonal character of much of their additional unemployment. The increases in claims and payments in the North Central, Rocky Mountain, and Pacific Coast areas, on the other hand, were primarily seasonal, and in most of the States in these areas disbursements were smaller than in January 1941.

After the December reversal of a 6-month downward trend, the number of weeks of all types of unemployment compensated rose again in January. Weeks compensated totaled 3.6 million, 41 percent above December as compared with a rise in the corresponding period last year of only 26 percent. Weeks of compensated unemployment were, however, 4.9 percent fewer than in January 1941. More than 90 percent of all compensated weeks in January were for total unemployment as against 89 percent in December; the remainder were for partial and part-total unemployment. The number of weeks of compensated partial unemployment, however, continued to increase in January, to 253,600. This 32-percent

**Chart 5.—Number of waiting-period and compensable continued claims received, for weeks ended in January 1940–January 1942**

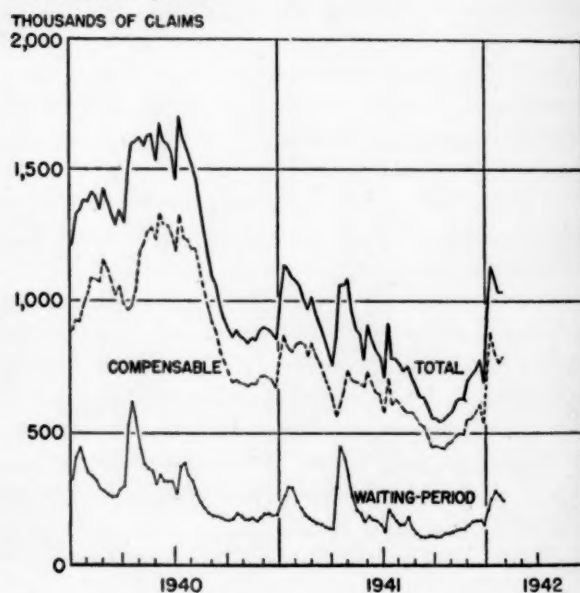
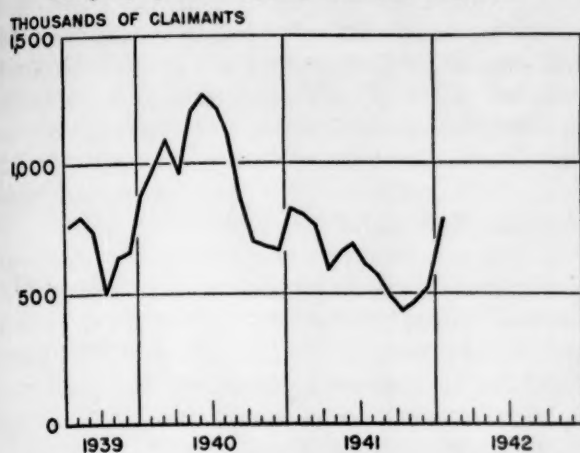




Chart 6.—Average weekly number of claimants drawing benefits, by month, July 1939–January 1942<sup>1</sup>



<sup>1</sup> Data for 1939 represent number of recipients during midweek of month.

rise over December reflected shortened work schedules in many plants under the stress of conversion to war production.

As is usual following the initiation of new benefit years in January, the number of claimants receiving first payments increased sharply (62 percent) from December to a total of 414,000 (table 11). The rise, greater than for the corresponding periods of the past 2 years, was due in part to the higher level of employment in seasonal work throughout 1941 which made more of the separated workers eligible for unemployment compensation. Claimants receiving the first payment in their benefit year were 17 percent more numerous than in January 1941 but were 6 percent fewer than in January 1940.

Individuals exhausting their rights to further compensation payments during their benefit year totaled 132,000 in January, 32 percent fewer than last January and 42 percent fewer than in January 1940.

*Status of funds.*—Reflecting the continued expansion of pay rolls in covered industries during the fourth quarter of 1941, collections deposited in State clearing accounts during January totaled \$155 million, an increase of \$25 million or 19 percent over January 1941 (table 12). Funds available for benefit payments at the end of January 1942 totaled \$2.6 billion, 4.5 percent above December and 38 percent above January 1941.

In most States, collections tend to be distributed over the 2 months following the pay-roll quarter for which tax contributions are due rather

than to be concentrated in the first ensuing month. Hence, collections in the first or second month following the end of a calendar quarter may fluctuate considerably as compared with the same month in preceding years, even though no unusual economic or administrative factors are present.

### State Amendments

During January and February, bills relating to employment security were introduced in the legislatures of 11 States. One or more of the proposed measures were enacted into law in 7 of the 11 States—California, Kentucky, Maine, Michigan, New Jersey, New York, and Virginia. In all these States, however, except Kentucky and Michigan, the changes were relatively minor.

*California.*—An amendment approved in January provided for freezing benefit rights of members of the State Guard.

*Kentucky.*—Two amendments were enacted in Kentucky during February. One provided for freezing benefit rights of persons in the military service of the United States. The other, effective July 1, 1942, made significant changes with respect to benefits, eligibility and disqualifications, contributions, and experience rating. The benefit formula was amended by shifting from 2 weeks to 1 week the basis for measuring unemployment, and the benefit schedule was revised to provide weekly benefit amounts ranging from a minimum of \$5 to a maximum of \$16 in lieu of the former 2-week benefit amounts which ranged from \$8 to \$30.

The waiting period was reduced from 2 weeks to 1 week. Disqualification provisions were made slightly less severe with respect to discharge for misconduct, voluntary leaving, refusal of suitable work, and false statement to obtain benefits. Under the former provisions a minimum 2-week waiting period (in addition to the normal waiting period) was required, and a minimum 2-week reduction in benefit duration imposed. Under the new provisions this minimum has been reduced to 1 week in each instance. The maximum, however, remains the same: 16 weeks, or eight 2-week periods as it is expressed under the old provision.

The provision for employee contributions was repealed. Effective January 1, 1942, experience-rating provisions were amended to repeal the 3.7-percent penalty rate, leaving a maximum rate of 2.7 percent.

**Maine.**—An amendment approved in January redefined employment office to include any office operated by the United States. This change was made as a result of the President's Executive order nationalizing the United States Employment Service.

**Michigan.**—By an amendment approved during the closing days of February, Michigan liberalized its benefit provisions. The new provisions, enacted primarily to cope with the increase in unemployment resulting from the conversion of the automobile industry to a war-production basis, are to remain in effect only until May 31, 1943.

The weekly benefit rate was increased from 4 percent to 5 percent of wages in the quarter of highest earnings in the base period, the minimum weekly benefit amount from \$7 to \$10, and the maximum from \$16 to \$20. The weekly benefit

amount, however, is not to exceed the average weekly wage earned during the high quarter. Maximum benefit duration was increased from 16 to 20 weeks in the benefit year, and a minimum duration of 12 weeks was established. Benefit duration for workers required to undergo vocational retraining was extended from 16 to 20 weeks. In addition, the waiting period was reduced from 2 weeks to 1 week.

As an inducement to war-displaced workers to seek temporary employment on nearby farms, a new provision stipulates that remuneration earned by a farm laborer prior to May 31, 1943, on a farm in which he has no financial interest shall not affect a claimant's status as unemployed and shall not be deducted from benefits.

**New Jersey.**—A joint resolution memorializing the Congress to refuse to nationalize the unem-

**Table 12.—Collections deposited in State clearing accounts, January 1942, and funds available for benefits as of January 31, 1942, by State**

[Data reported by State agencies, corrected to Feb. 24, 1942]

Social Security Board region and State	Collections deposited <sup>1</sup> January 1942		Funds available for benefits <sup>2</sup> as of Jan. 31, 1942	Social Security Board region and State	Collections deposited <sup>1</sup> January 1942		Funds available for benefits <sup>2</sup> as of Jan. 31, 1942
	Amount	Percentage change from January 1941			Amount	Percentage change from January 1941	
<b>Total.....</b>	<b>\$154,912,157</b>	<b>+19.1</b>	<b>\$2,637,903,746</b>	<b>Region VII—Continued.</b>			
<b>Region I:</b>				South Carolina.....	\$1,050,812	+127.5	\$17,215,880
Connecticut.....	3,138,382	-39.5	67,162,333	Tennessee.....	1,477,639	+57.6	21,614,679
Maine.....	1,423,460	+80.6	8,903,218	<b>Region VIII:</b>			
Massachusetts.....	5,721,393	+46.8	113,199,987	Iowa.....	469,307	+34.7	23,518,266
New Hampshire.....	1,584,091	+66.0	9,647,010	Minnesota.....	688,028	+153.3	28,448,806
Rhode Island.....	2,223,666	+51.2	23,734,384	Nebraska.....	571,190	-9.5	10,748,756
Vermont.....	350,041	+2.7	4,895,738	North Dakota.....	174,892	( <sup>3</sup> )	2,545,962
<b>Region II:</b>				South Dakota.....	137,264	-2.3	3,776,546
New York.....	25,411,068	+22.6	308,629,997	<b>Region IX:</b>			
<b>Region III:</b>				Arkansas.....	642,111	+40.1	8,902,731
Delaware.....	553,933	-1.5	9,926,356	Kansas.....	924,171	+9.5	17,839,942
New Jersey.....	7,259,522	+13.5	185,810,723	Missouri.....	4,677,743	-2.4	81,674,513
Pennsylvania.....	2,833,284	-23.9	210,968,982	Oklahoma.....	747,044	+41.6	21,800,387
<b>Region IV:</b>				<b>Region X:</b>			
Dist. of Col.....	773,503	+28.0	25,273,309	Louisiana.....	2,582,942	+19.3	22,743,993
Maryland.....	4,338,392	+36.6	37,547,472	New Mexico.....	315,988	+19.9	3,605,697
North Carolina.....	3,796,389	( <sup>3</sup> )	37,045,149	Texas.....	967,005	( <sup>3</sup> )	66,774,418
Virginia.....	759,784	-33.9	27,428,240	<b>Region XI:</b>			
West Virginia.....	812,487	+24.0	28,786,014	Arizona.....	361,266	+29.5	5,093,078
<b>Region V:</b>				Colorado.....	1,363,726	+136.6	14,423,005
Kentucky.....	2,508,440	+58.5	43,175,474	Idaho.....	275,860	+11.2	3,670,860
Michigan.....	17,532,255	+24.9	136,947,832	Montana.....	525,602	-3.1	6,316,153
Ohio.....	7,806,369	+81.5	233,060,311	Utah.....	937,018	+29.1	6,437,969
<b>Region VI:</b>				Wyoming.....	231,132	+4.1	2,982,580
Illinois.....	10,358,447	+2.1	254,167,248	<b>Region XII:</b>			
Indiana.....	6,292,290	+9.8	71,080,668	California.....	18,305,371	+10.2	213,967,942
Wisconsin.....	814,535	-3.8	69,373,274	Nevada.....	222,261	+23.1	1,665,235
<b>Region VII:</b>				Oregon.....	1,433,678	+12.3	17,683,875
Alabama.....	1,087,356	-35.9	26,403,061	Washington.....	4,536,748	+61.8	35,494,531
Florida.....	997,826	+131.0	15,511,388	<b>Territories:</b>			
Georgia.....	1,444,330	+57.7	32,355,090	Alaska.....	61,675	+8.1	1,873,383
Mississippi.....	1,049,128	+29.1	6,767,174	Hawaii.....	361,313	-9.9	9,284,369

<sup>1</sup> Represents contributions from employers, plus such penalties and interest as are available for benefits, and contributions from employees. Adjusted for refunds of contributions and for dishonored contribution checks. Current contribution rates, as a percent of taxable wages, are as follows: for employers, 2.7 percent in all States except Michigan, where rate is 3.0 percent; for employees, 1.5 percent in Rhode Island, and 1.0 percent in Alabama, California, Kentucky, and New Jersey. Experience rating, resulting in modified contribution rates, became effective Jan. 1, 1938, in Wisconsin; Jan. 1, 1940, in Indiana, Nebraska, and South Dakota; Jan. 1, 1941, in California, Kansas, Kentucky, Minnesota, New Hampshire, Texas, Vermont, Virginia, and West Virginia; Apr. 1, 1941, in Alabama, Connecticut, and Hawaii; July 1, 1941, in Oregon; and Jan. 1, 1942, in Arizona, Colorado,

Delaware, Florida, Georgia, Iowa, Massachusetts, Michigan, Missouri, New Jersey, New Mexico, North Dakota, Ohio, Oklahoma, South Carolina, and Wyoming. All States collect contributions on a quarterly basis, either wholly or in part, except West Virginia which collects on a monthly basis.

<sup>2</sup> Represents sum of balances at end of month in State clearing account and benefit-payment account, and in State unemployment trust fund account maintained in the U. S. Treasury. State unemployment trust fund accounts reflect transfers to railroad unemployment insurance account.

<sup>3</sup> Excludes North Carolina, North Dakota, and Texas, because for these States contributions for the 2 periods compared relate to wages paid during different numbers of months.

ployment compensation program was adopted in January.

**New York.**—An amendment enacted during January redefined the benefit year as the period from June 1 through May 31. Formerly it consisted of the period from April 1 through March 31. Additional benefits not to exceed three times the

weekly benefit amount are to be allowed for the transitional benefit year, April 1, 1941–May 31, 1942.

**Virginia.**—An amendment enacted during February abolished the former three-member commission and provided for administration by a single commissioner.

## Railroad Unemployment Insurance\*

While railroad employment continued to decline in January, the upward trend in the receipt of applications and claims which was marked in the preceding 2 months was reversed. The drop in employment was due to further seasonal reduction in maintenance-of-way forces and a small decrease in the number of freight handlers after the holiday shipping season. The number of applications for certificate of benefit rights was declining steadily through the month; while in the first week receipts totaled about 4,900, some 800 less than in the preceding week, the number received in the last week was below 1,800 (table 1). The total for the 4 weeks ended January 30 was 11,824 and the weekly average was 2,956, nearly 36 percent lower than the December average. Claims receipts continued to increase in the first half of the month, but declined in the third and fourth weeks. Past experience suggests that this decrease may be expected to continue, with minor

interruptions but at an accelerated rate, for the remaining 5 months of the benefit year.

Although the number of claims dropped in the second half of January, the receipts for the 4-week period as a whole were highest for the current benefit year. The total was 76,823 and the weekly average was 19,206, nearly 45 percent above the December figure. January was the month with the highest weekly average of claims receipts also in 1940–41; the average then, however, was 39,753, or more than double the figure for January 1942.

By January 30, 1942, 78,748 applications for certificate of benefit rights based on 1940 wages had been received and 77,775 adjudicated. A total of 76,515 applicants were held qualified for benefits, and 1,260 were ruled ineligible because base-year wages were less than \$150.

In the January period, original processing was completed on 76,383 claims, about the same as the number received. An additional 3,635 claims were adjudicated a second time; most of them were originally held invalid and were reviewed after receipt of the delayed application for em-

\* Prepared by the Bureau of Research and Information Service, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

Table 1.—Railroad unemployment insurance: Applications for certificate of benefit rights and claims received, and benefit payments certified, by specified period, 1941–42 and 1940–41

Period	1941–42				1940–41			
	Applica- tions	Claims	Benefit payments		Applica- tions	Claims	Benefit payments	
			Number	Amount			Number	Amount
July–January.....	78,748	306,288	257,767	\$5,100,213	157,804	824,787	607,051	\$10,226,609
January.....	11,824	76,823	68,587	1,303,366	11,639	159,011	157,446	3,018,596
1st week.....	4,903	18,953	16,723	325,747	4,707	40,918	42,271	808,461
2d week.....	2,860	20,871	18,213	325,019	2,833	42,951	40,694	775,822
3d week.....	2,309	18,413	16,868	325,144	2,211	35,963	37,015	704,976
4th week.....	1,752	18,586	16,753	327,456	1,788	39,179	37,466	729,337
Weekly averages:								
July.....	3,838	6,464	4,683	83,843	8,788	22,950	11,092	159,643
August.....	1,315	7,499	6,175	129,947	4,138	24,240	15,240	222,651
September.....	986	7,220	6,413	140,457	2,809	22,721	16,584	247,928
October.....	1,194	7,378	6,391	138,776	2,813	19,596	14,190	210,388
November.....	2,659	8,760	7,280	152,363	7,622	23,298	11,483	173,494
December.....	4,594	13,267	11,180	204,195	6,157	34,401	30,037	556,150
January.....	2,956	19,206	17,147	325,842	2,885	39,753	39,362	754,649

<sup>1</sup> Includes some applications received in June for benefit year beginning in July.

<sup>2</sup> Net figures, corrected for underpayments and recovery of overpayments.



ployment. Of the total number processed, 68,587 or 86 percent were certified for benefit payment. On 453 claims with exactly 7 days of unemployment, waiting-period credit only was allowed.

Benefits certified in the 4 January weeks amounted to \$1.3 million, of which all but \$1,800 applied to claims for the current benefit year. The remainder was certified on 73 claims for the first benefit year under the amended act and on 20 claims under the provisions of the original act. Certifications for the current benefit year were made on 52,982 claims for subsequent registration periods and on 15,512 initial claims on which waiting-period credit was also allowed (table 2). The proportion of initial certifications declined from 30 percent in December to 23 percent in January. This decline, consistent with the large decrease in applications, explains the fact that the amount of benefits in January showed a proportionately greater increase than did the number of benefit claims; initial certifications are made for smaller benefit amounts because the number of noncompensable days of unemployment is larger than in subsequent claims.

The average benefit for initial certifications, with a possible maximum of 7 compensable days, was \$14.06, about 2 percent lower than in December. The change is due to a marked drop in the average number of days of unemployment regis-

tered on the claim, the effect of which was offset in large part by a 9-percent increase in the average daily benefit rate. These movements suggest a considerable reduction among initial claimants in the proportion of track laborers, whose daily benefit rates are low and whose unemployment is continuous over the registration period.

The average benefit for subsequent certifications, with a maximum of 10 compensable days, was \$20.45, about 3 percent higher than in December. This change resulted from a moderate decline in the average daily benefit rate and a larger increase in the average number of days of unemployment; both of these movements probably reflected an increase in the proportion of subsequent certifications for track laborers.

In the January period 15,728 new benefit accounts were established and 1,091 accounts were terminated by a final certification for beneficiaries who exhausted benefit rights for the current year. The weekly rate of terminations in January was much lower than in December, the first complete month in which exhaustion of benefit rights was possible. The number of accounts for the current benefit year still open at the end of January was 56,446.

### Employment Service

Employment service operations declined in January from the high December level. In the

**Table 2.—Railroad unemployment insurance: Number of benefit certifications, average benefit, and average number of compensable days in benefit year 1941-42, by specified period, July 1941-January 1942<sup>1</sup>**

Type of certification and period	All certifications				Certifications with 14 days of unemployment		Certifications with 8-13 days of unemployment			Certifications with 5-7 days of unemployment		
	Number	Average benefit payment	Average daily benefit	Average number of compensable days	Percent of all certifications	Average daily benefit	Percent of all certifications	Average daily benefit	Average number of compensable days	Percent of all certifications	Average daily benefit	Average number of compensable days
<b>Certifications for first registration period:<sup>2</sup></b>												
July 19-Aug. 1, 1941.....	8,989	\$15.94	\$2.64	6.03	68.7	\$2.64	31.3	\$2.65	3.90			
Aug. 2-29.....	5,877	14.24	2.55	5.57	60.4	2.56	39.6	2.53	3.42			
Aug. 30-Sept. 26.....	3,465	14.45	2.58	5.60	58.3	2.57	41.7	2.61	3.64			
Sept. 27-Oct. 31.....	4,149	14.48	2.54	5.69	61.9	2.56	38.1	2.51	3.55			
Nov. 1-28.....	5,042	13.90	2.35	5.92	67.4	2.34	32.6	2.36	3.70			
Nov. 29-Jan. 2, 1942.....	16,488	14.39	2.35	6.13	72.5	2.34	27.5	2.40	3.84			
Jan. 3-30.....	15,512	14.06	2.57	5.47	61.3	2.51	38.7	2.79	3.05			
<b>Certifications for subsequent registration periods:<sup>2</sup></b>												
July 19-Aug. 1, 1941.....	1,421	22.55	2.44	9.26	80.7	2.45	15.4	2.32	7.10	3.0	\$2.32	2.22
Aug. 2-29.....	18,156	23.36	2.66	8.79	71.8	2.69	22.0	2.53	6.79	6.2	2.50	1.99
Aug. 30-Sept. 26.....	21,671	22.91	2.64	8.66	69.6	2.68	22.9	2.52	6.69	7.5	2.49	2.04
Sept. 27-Oct. 31.....	27,617	22.82	2.64	8.63	67.6	2.68	25.2	2.53	6.81	7.2	2.55	2.01
Nov. 1-28.....	23,941	22.44	2.60	8.63	68.3	2.62	24.5	2.52	6.73	7.2	2.55	2.14
Nov. 29-Jan. 2, 1942.....	39,335	19.89	2.42	8.26	62.5	2.38	26.3	2.46	6.65	11.2	2.69	2.35
Jan. 3-30.....	52,982	20.45	2.35	8.70	69.7	2.34	23.5	2.39	6.74	6.8	2.54	2.11

<sup>1</sup> Data based on 33.3-percent sample, except number of certifications and average benefit per certification.

<sup>2</sup> Benefits are payable for each day of unemployment in excess of 7 for first registration period and in excess of 4 for subsequent registration periods.

4 January weeks, notifications were received of 4,533 openings, of which 2,514 were with railroad employers. At the same time 3,950 previously reported openings were canceled because qualified personnel could not be located. More than 4,200 workers were referred to available vacancies and 2,474 were placed, about 90 percent of them with railroad employers. Included in this total are 505 placements made through cooperation with the United States Employment Service and the Division of Reemployment and Training of the Work Projects Administration. January placements averaged about 620 a week, as compared with 1,250 in December.

The jobs filled through the facilities of the employment service were mainly in occupations requiring relatively little skill. Some 670 place-

ments were classified as track laborers, including snow shovelers; another 650 were freight, express, and mail handlers; and 390 more were other laborers, both in and out of the railroad industry. Virtually all the 900 placements in jobs expected to last less than a month belonged to these groups. As in previous months, hiring of patrolmen and guards continued at an accelerated rate and resulted in the placement of nearly 170 persons. Indicative perhaps of local shortages was the placement of some 220 people in the junior train and engine occupations, mostly switchmen and brakemen, and of more than 100 mechanics and helpers in railroad shops or outside the railroad industry. The remaining placements were in a large array of occupations, but most of them were in clerical jobs.

# OLD-AGE AND SURVIVORS INSURANCE

BUREAU OF OLD-AGE AND SURVIVORS INSURANCE • ANALYSIS DIVISION

## Operations Under the Social Security Act

### Monthly Benefits in Force, January 1942

Monthly benefits in force at the end of January totaled 503,000, a net increase of 19,400 over the number in force at the end of the preceding month (table 1). Because of the large number of primary benefits awarded early in 1940, which represented a backlog of retirements prior to 1940, and because of the favorable employment opportunities for older workers, the ratio of primary benefits to all benefits in force at the end of each month has declined steadily since the first of 1940. At the end of January 1942 primary benefits in force constituted 47.6 percent of the total as compared with 47.8 percent at the end of the previous month and 51.7 percent as of January 1941. For some time, the distribution of the increase in monthly benefits in force by type of benefit has been relatively stable; only widow's benefits have

Table 2.—Average amount of monthly benefits in force, by type of benefit and payment status, January 31, 1942<sup>1</sup>

[Corrected to Feb. 7, 1942]

Type of benefit	Payment status				
	Total in force	Current	Deferred	Conditional	
				Suspensions	Frozen benefits
Primary.....	\$22.71	\$22.72	\$21.93	\$21.50	\$25.75
Wife's.....	12.10	12.11	11.90	11.33	13.23
Child's.....	12.16	12.19	10.87	11.26	12.02
Widow's.....	20.24	20.20	23.59	22.24	23.06
Widow's current.....	19.48	19.51	18.45	19.59	18.65
Parent's.....	12.97	12.97	12.33	11.50	0

<sup>1</sup> See footnotes to table 1.

constituted a steadily growing proportion of the total increase.

Monthly benefits in conditional-payment status continued to decline as a percentage of all benefits

Table 1.—Number and amount of monthly benefits in force<sup>1</sup> in each payment status<sup>2</sup> and actions effected during the month, by type of benefit, January 1942

[Current month's data corrected to Feb. 7, 1942]

Status of benefit and action	Total		Primary		Wife's		Child's		Widow's		Widow's current		Parent's	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
In force as of Dec. 31, 1941.....	483,579	\$8,785,838	231,310	\$5,247,742	63,873	\$771,989	123,164	\$1,496,965	15,162	\$307,029	48,076	\$936,270	1,904	\$25,843
Current-payment status.....	433,722	7,815,332	199,960	4,539,336	57,060	690,782	117,410	1,431,504	14,963	302,481	42,359	825,502	1,984	25,727
Deferred-payment status.....	3,554	69,078	2,615	56,570	498	5,723	229	2,414	115	2,716	89	1,559	8	96
Conditional-payment status.....	46,303	901,428	28,729	651,836	6,315	75,484	5,525	63,047	84	1,832	5,648	109,209	2	30
Suspensions <sup>3</sup> .....	32,797	607,152	20,238	432,362	4,158	46,732	4,422	49,888	51	1,100	3,926	77,050	2	30
Frozen benefits <sup>4</sup> .....	13,506	294,276	8,491	219,474	2,157	28,752	1,103	13,159	33	732	1,722	32,159	0	0
Actions during January 1942:														
Benefits awarded.....	23,296	421,341	9,752	227,918	3,158	38,900	6,518	79,428	1,156	23,103	2,605	50,586	107	1,406
Entitlements terminated <sup>5</sup> .....	3,829	67,930	1,411	32,990	611	7,472	1,107	14,046	69	1,331	607	11,779	24	312
Net adjustments <sup>6</sup> .....	-59	925	-11	414	-5	23	-39	225	0	1	-4	208	0	-6
In force as of Jan. 31, 1942.....	502,987	9,140,174	239,640	5,443,064	66,415	803,440	128,536	1,562,572	16,249	328,802	50,070	975,345	2,077	26,631
Current-payment status.....	452,819	8,162,445	208,460	4,735,686	59,630	722,187	122,569	1,494,939	16,057	324,363	44,007	858,473	2,066	26,797
Deferred-payment status.....	4,352	85,364	3,135	68,743	640	7,613	280	3,044	105	2,477	183	3,376	9	111
Conditional-payment status.....	45,816	892,365	28,045	638,655	6,145	73,640	5,657	64,589	87	1,962	5,880	113,496	2	23
Suspensions <sup>3</sup> .....	32,305	599,588	19,632	422,062	4,041	45,804	4,507	50,770	54	1,201	4,069	79,728	2	23
Frozen benefits <sup>4</sup> .....	13,511	292,777	8,413	216,593	2,104	27,836	1,150	13,819	33	761	1,811	33,768	0	0

<sup>1</sup> Represents total benefits awarded after adjustment for subsequent changes in number and amount of benefits (see footnote 6) and terminations (see footnote 5), cumulative from January 1940, when monthly benefits were first payable.

<sup>2</sup> Benefit in current-payment status is subject to no deduction from current month's benefit or only to deduction of fixed amount which is less than current month's benefit; benefit in deferred-payment status is subject to deduction of fixed amount which equals or exceeds current month's benefit; benefit in conditional-payment status is subject to deduction of entire benefit for current and each subsequent month for indefinite period.

<sup>3</sup> Represents benefits which have previously been in current or deferred-payment status.

<sup>4</sup> Represents benefits which have never been in current or deferred-payment status.

<sup>5</sup> Terminations may be for following reasons: primary benefit—beneficiary's death; wife's benefit—beneficiary's death, death of husband, divorce,

or entitlement of beneficiary to equal or larger primary benefit; child's benefit—beneficiary's death, marriage, adoption, or attainment of age 18; widow's benefit—beneficiary's death, remarriage, or entitlement to equal or larger primary benefit; widow's current benefit—beneficiary's death, remarriage, entitlement to widow's benefit or to equal or larger primary benefit, or termination of entitlement of last entitled child; parent's benefit—beneficiary's death, marriage, or entitlement to other equal or larger monthly benefit.

<sup>6</sup> Adjustments in amount of monthly benefit may result from entitlement of an additional beneficiary or termination of entitlement of an existing beneficiary when maximum provisions of sec. 203 (a) of the 1939 amendments are effective or from termination of entitlement of an existing beneficiary when minimum provision of sec. 203 (b) consequently becomes effective; adjustments in number or amount may also result from actions not otherwise classified.



in force and, for the first time, they also declined in absolute numbers.

The average amount of each type of benefit in current-payment status at the end of January (table 2) was about the same as at the end of December.

### Payments Certified

Total certifications for the year 1941 amounted to \$93.9 million (table 3) and exceeded the 1940 total by \$53.3 million. Monthly benefit certifications, which rose from \$28.9 to \$80.6 million, accounted for the larger part of the increase.

Table 3.—Amount of monthly benefits and lump-sum death payments certified, by type of payment and State, January–December 1941

[In thousands]

Social Security Board region and State <sup>1</sup>	Grand total	Monthly benefits <sup>2</sup>							Lump-sum death payments	
		Total	Primary	Wife's	Child's	Widow's	Widow's current	Parent's	Under 1939 amendments <sup>3</sup>	Under 1935 act <sup>4</sup>
Total.....	\$ 93,923	\$ 80,595	\$ 47,058	\$ 7,042	\$ 14,645	\$ 2,740	\$ 8,837	\$ 273	\$ 13,148	\$ 180
Region I:										
Connecticut.....	1,906	1,601	887	157	280	97	175	5	301	4
Maine.....	720	639	405	66	87	26	53	2	80	1
Massachusetts.....	4,982	4,352	2,719	469	597	184	372	11	621	9
New Hampshire.....	577	524	346	57	68	19	33	1	52	1
Rhode Island.....	831	725	460	82	90	38	52	3	104	2
Vermont.....	306	277	170	27	42	10	28	( <sup>5</sup> )	28	1
Region II:										
New York.....	13,718	11,765	7,314	1,109	1,695	430	1,183	34	1,928	25
Region III:										
Delaware.....	227	192	122	19	27	9	14	1	34	1
New Jersey.....	4,443	3,780	2,278	372	571	170	377	12	654	9
Pennsylvania.....	10,142	8,813	5,059	804	1,622	314	984	30	1,309	20
Region IV:										
District of Columbia.....	416	332	182	24	67	13	46	( <sup>5</sup> )	83	1
Maryland.....	1,344	1,103	624	87	211	50	125	6	238	3
North Carolina.....	1,304	1,116	550	69	329	20	143	5	186	2
Virginia.....	1,229	1,033	500	62	286	26	153	6	193	3
West Virginia.....	1,410	1,261	583	82	383	27	182	4	147	2
Region V:										
Kentucky.....	1,319	1,151	592	84	298	27	145	5	166	2
Michigan.....	3,876	3,230	1,618	265	772	118	447	10	638	8
Ohio.....	6,314	5,438	3,179	523	949	210	562	15	863	13
Region VI:										
Illinois.....	6,946	5,794	3,410	493	1,019	184	666	22	1,137	15
Indiana.....	2,576	2,230	1,302	206	408	68	239	7	341	5
Wisconsin.....	2,181	1,923	1,154	205	292	74	193	5	254	4
Region VII:										
Alabama.....	1,158	1,016	534	61	259	13	144	5	140	2
Florida.....	1,167	1,017	626	83	184	22	99	3	149	1
Georgia.....	1,096	913	452	55	260	19	122	5	181	2
Mississippi.....	405	348	172	18	95	8	52	3	56	1
South Carolina.....	653	549	253	31	170	11	80	4	103	1
Tennessee.....	1,129	963	502	61	248	23	124	5	164	2
Region VIII:										
Iowa.....	1,170	1,041	639	111	162	30	96	3	127	2
Minnesota.....	1,540	1,353	836	126	213	42	134	2	184	3
Nebraska.....	483	426	263	39	71	11	41	1	56	1
North Dakota.....	113	94	53	6	21	2	12	( <sup>5</sup> )	19	( <sup>5</sup> )
South Dakota.....	152	130	78	14	22	3	13	( <sup>5</sup> )	22	( <sup>5</sup> )
Region IX:										
Arkansas.....	498	434	228	30	102	9	63	2	63	1
Kansas.....	779	687	427	61	107	25	65	2	91	1
Missouri.....	2,189	1,840	1,120	163	296	70	183	8	344	5
Oklahoma.....	718	626	304	36	163	14	108	1	91	1
Region X:										
Louisiana.....	886	741	370	44	187	21	115	4	143	2
New Mexico.....	134	120	58	6	34	2	20	( <sup>5</sup> )	14	( <sup>5</sup> )
Texas.....	2,328	1,955	995	115	494	38	306	7	368	5
Region XI:										
Arizona.....	224	197	102	12	54	2	27	( <sup>5</sup> )	27	( <sup>5</sup> )
Colorado.....	684	596	370	47	98	16	64	1	87	1
Idaho.....	222	197	109	14	45	3	25	1	25	( <sup>5</sup> )
Montana.....	287	242	137	17	48	11	28	1	44	1
Utah.....	331	297	139	20	79	7	51	1	33	1
Wyoming.....	117	105	54	4	28	2	17	0	12	( <sup>5</sup> )
Region XII:										
California.....	5,953	5,061	3,285	415	733	156	432	20	881	11
Nevada.....	61	47	24	1	14	1	7	( <sup>5</sup> )	14	( <sup>5</sup> )
Oregon.....	844	740	482	69	99	25	62	3	102	2
Washington.....	1,541	1,319	858	113	184	38	121	5	219	3
Territories:										
Alaska.....	22	16	10	( <sup>5</sup> )	4	( <sup>5</sup> )	2	( <sup>5</sup> )	6	( <sup>5</sup> )
Hawaii.....	218	200	108	5	63	1	23	( <sup>5</sup> )	18	( <sup>5</sup> )
Foreign.....	54	46	16	3	15	1	9	2	8	( <sup>5</sup> )

<sup>1</sup> Distribution by State estimated. Because of method of estimating lump-sum certifications, and because cases included in certifications during year are not identical with cases included in awards, lump-sum certifications for some States exceed amount of lump-sum awards (table 6).

<sup>2</sup> Distribution by type partly estimated.

<sup>3</sup> Payable with respect to workers who died after Dec. 31, 1939, in cases in

which no survivor could be entitled to monthly benefits for month in which worker died.

<sup>4</sup> Payable with respect to workers who died prior to Jan. 1, 1940.

<sup>5</sup> Includes retroactive payments.

<sup>6</sup> Less than \$500.

Lump-sum certifications under the 1939 amendments increased \$4.2 million over the 1940 figure and totaled \$13.1 million. Lump-sum payments under the 1935 act declined from \$2.8 million in 1940 to \$180,000 in 1941. By the end of 1942, it is expected that practically all such payments will have been made.

Because of the repetitive nature of monthly benefit certifications, the total amount certified in a given period greatly exceeds the total amount of monthly benefits awarded in the same period. Lump-sum certifications (though not repetitive) also differ in amount from lump sums awarded in the same period, because the latter figures are unadjusted for deductions required under sections 203 and 907 of the amended act; on the other hand, certifications reflect these deductions. Furthermore, differences between these types of data on lump-sum payments may result from the lag between the date of award and the date of certification.

During the month of January, monthly benefits totaling \$8.6 million were certified for payment to 459,000 individual beneficiaries (table 4), an increase of 18,600 over the number for whom monthly benefit payments were certified in December. Lump-sum payments of \$1.3 million were certified under the 1939 amendments for payment to 11,000 individuals. These payments were based upon the wages of 8,800 insured workers.

**Table 4.—Monthly benefits and lump-sum death payments certified, by type of payment, January 1942**

Type of payment	Number of beneficiaries <sup>1</sup>	Amount certified	Percentage distribution	
			Beneficiaries	Amount
Monthly benefits <sup>2</sup>	458,593	\$8,638,210	100.0	100.0
Primary	212,252	4,946,552	46.3	57.2
Supplementary	75,391	929,144	16.4	10.8
Wife's	60,790	758,786	13.2	8.8
Child's	14,801	170,358	3.2	2.0
Survivor's	170,950	2,762,514	37.3	32.0
Widow's	15,788	346,969	3.4	4.0
Widow's current	44,552	948,386	9.7	11.0
Child's	108,542	1,436,797	23.7	16.6
Parent's	2,068	30,362	.5	.4
Lump-sum death payments	9,059	1,260,809		
Under 1939 amendments <sup>3</sup>	8,832	1,255,442		
Under 1935 act <sup>4</sup>	227	11,367		

<sup>1</sup> Differs from number in current-payment status, which takes account of changes in status effective after certification.

<sup>2</sup> Distribution by type of benefit partly estimated.

<sup>3</sup> Includes retroactive payments.

<sup>4</sup> Represents number of deceased workers on whose wages payments were based.

<sup>5</sup> Payable with respect to workers who died after Dec. 31, 1939, in cases in which no survivor could be entitled to monthly benefits for month in which worker died.

<sup>6</sup> Payable with respect to workers who died prior to Jan. 1, 1940.

### Monthly Benefits for Which Payment Was Withheld as of December 31, 1941

Of the 484,000 monthly benefits in force at the end of December, a total of 49,900 monthly benefits of all types were in conditional or deferred-payment status, either because deductions from such benefits were required by sections 203 or 907 of the amended act or because the Board had not been able to determine the proper payee (table 5).

In a case where two or more conditions which require deductions are reported for the same period or for consecutive periods, only one reason for the deductions is recorded for statistical purposes. The choice of the condition to be recorded is governed by an assigned order of precedence as indicated by the order in which the reasons are listed in table 5. Because of this method of recording, some causes for deduction are under-represented in the total. The extent of such understatements, however, is generally very small.

In 45,800 cases, 92 percent of all cases in which the benefits were in conditional or deferred-payment status on December 31, payments were being withheld because of the employment of either the beneficiary or the worker on whose wages the benefit was based. Of these 45,800 cases, 30,400 (66 percent) represented primary benefits, and 7,800 (17 percent) represented wife's and child's benefits from which deductions were being made because of employment of the primary beneficiary.

It is usually advantageous for an eligible worker whose employment is intermittent to apply for any benefits to which he may be entitled on the basis of his previous wages, in order to receive benefits for the months in which he does not work. Table 5 indicates that 20,000 primary benefits were in suspension status because of reported current employment, and 1,800 were in deferred-payment status because the beneficiary had been employed in some past period for which benefits had been paid.

An eligible worker who is regularly engaged in covered employment but whose current average wage is less than the average monthly wage as computed on the basis of his previous earnings generally finds it advantageous to file an application for primary benefits in order to freeze, at the higher level, the average monthly wage on which his benefits will be based when he leaves covered employment. The 8,500 primary benefits in frozen status include cases of this kind and others

in which the worker anticipates an early decline in his earnings. Frozen benefits are not, of course, a measure of the number of wage earners eligible for retirement benefits who have not withdrawn from employment. It is estimated that as of the end of 1941 about half a million other workers eligible for primary benefits had not filed claims for retirement benefits. It may be expected that

a considerable proportion of this group will eventually leave covered employment and receive primary benefits.

Of the remaining 7,600 benefits from which deductions were being made because of employment of the beneficiary, the majority were widow's current benefits. Young widows frequently apply for the benefits to which they may become en-

Table 5.—Number and amount of monthly benefits in force in conditional or deferred-payment status,<sup>1</sup> by type of benefit, and reason for withholding payment, December 31, 1941

[Corrected to Jan. 20, 1942]

Reason for withholding payment <sup>2</sup>	Total		Primary		Wife's		Child's		Widow's		Widow's current		Parent's	
	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount	Num-ber	Amount
All benefits														
Total.....	49,857	\$970,506	31,344	\$708,406	6,813	\$81,207	5,754	\$65,461	199	\$4,548	5,737	\$110,768	10	\$116
Failure to attend school regularly.....	2,023	22,916					2,023	22,916						
Employment of beneficiary.....	37,952	814,879	30,400	683,338	94	942	1,913	23,169	78	1,731	5,464	105,667	3	32
Employment of primary beneficiary.....	7,801	91,099			6,545	77,765	1,256	13,334						
Failure to have care of an entitled child.....	197	3,642									197	3,642		
Previous payment of lump-sum attainment claim.....	1,000	25,855	761	21,360	126	1,972	25	360	84	2,108	1	19	3	36
Payee not determined.....	397	4,776	28	652	8	105	351	3,803	2	35	8	181	0	0
All other.....	487	7,339	155	3,056	40	423	186	1,579	35	674	67	1,250	4	48
Deferred-payment status														
Total.....	3,554	\$69,078	2,615	\$56,570	498	\$5,723	229	\$2,414	115	\$2,716	89	\$1,550	8	\$96
Failure to attend school regularly.....	2	28					2	28						
Employment of beneficiary.....	1,959	36,714	1,827	34,681	7	50	49	636	1	30	74	1,305	1	12
Employment of primary beneficiary.....	462	4,620			361	3,666	101	954						
Failure to have care of an entitled child.....	2	46									2	46		
Previous payment of lump-sum attainment claim.....	1,000	25,855	761	21,360	126	1,972	25	360	84	2,108	1	19	3	36
All other.....	129	1,815	27	529	4	35	52	436	30	578	12	189	4	48
Conditional-payment status—suspensions														
Total.....	32,795	\$607,108	20,236	\$432,318	4,158	\$46,732	4,422	\$49,888	51	\$1,100	3,926	\$77,050	2	\$20
Failure to attend school regularly.....	1,559	17,547					1,559	17,547						
Employment of beneficiary.....	25,407	521,747	20,084	429,261	63	653	1,532	18,400	44	969	3,682	72,444	2	20
Employment of primary beneficiary.....	4,904	54,386			4,052	45,606	852	8,780						
Failure to have care of an entitled child.....	187	3,470									187	3,470		
Payee not determined.....	396	4,766	28	652	8	105	350	3,793	2	35	8	181	0	0
All other.....	342	5,192	124	2,405	35	368	129	1,368	5	96	49	955	0	0
Conditional-payment status—frozen benefits														
Total.....	13,508	\$294,320	8,493	\$219,518	2,157	\$28,752	1,103	\$13,159	33	\$732	1,722	\$32,159	0	\$0
Failure to attend school regularly.....	462	5,341					462	5,341						
Employment of beneficiary.....	10,586	256,418	8,489	219,396	24	239	332	4,133	33	732	1,708	31,918	0	0
Employment of primary beneficiary.....	2,435	32,093			2,132	28,493	303	3,600						
Failure to have care of an entitled child.....	8	126									8	126		
Payee not determined.....	1	10	0	0	0	0	1	10	0	0	0	0	0	0
All other.....	16	332	4	122	1	20	5	75	0	0	6	115	0	0

<sup>1</sup> See footnotes 2, 3, and 4 to table 1.

<sup>2</sup> As provided under secs. 203 and 907 of the amended act, except for the

reason "payee not determined." Where more than 1 reason applies, case classified under first listed reason.



titled in order to receive payments for months in which they do not work, though they may nevertheless intend to seek regular employment. As of December 31 there were 1,700 cases in which individuals entitled to widow's current benefits were not yet receiving payments because they had been continuously engaged in covered employment since the month of entitlement.

Some 1,900 child's benefits were subject to deduction because the child was working in covered employment. In addition, 2,000 child's benefits were subject to deduction because a child beneficiary between the ages of 16 and 18 was not regularly attending school, though such attendance was deemed feasible by the Board. In many instances these children were probably engaged in covered employment for wages of \$15 or more per month.

Deductions are made from benefits under the amended act in all cases where a lump sum authorized by the 1935 act has been paid to a worker upon attainment of age 65. Payments of all monthly benefits based on the wages of the worker are deferred until an amount equal to the lump-sum payment has been withheld. The relationship between the amount of the previous lump-sum payment and the monthly amount of benefits, and therefore the period during which benefits are deferred, varies according to the wages of the worker and to the type of monthly benefits payable. On the average, however, deductions from monthly benefits for previously paid lump sums are completed within a few months of the award. The longest periods of deferment generally arise with respect to widow's benefits. In general, the number of benefits of all types in deferred-payment status because of a previous lump-sum payment has diminished. At the end of 1941 there were 1,000 such cases.

In 400 cases, payments were being withheld because the Board had been unable to determine the proper payee, although the beneficiary's entitlement to benefits had been established. In all but one instance, payments had been made but were temporarily discontinued until a new qualified payee could be determined. In general, payments were temporarily discontinued because of the death of the previous payee; for primary benefits, however, the chief reason was incompetency of the beneficiary. Upon the Board's determination of the new payee, an amount equal to the

sum of the current month's benefit and all benefits previously withheld for this reason will be certified to the Secretary of the Treasury for payment. Of all the cases in which the proper payee had not been determined on December 31, 1941, 350 involved child's benefits.

#### **State Distribution of Awards, 1941**

Monthly benefits amounting to \$4.8 million were awarded to 269,000 beneficiaries in 1941 (table 6). Eight States—California, Illinois, Massachusetts, Michigan, New Jersey, New York, Ohio, and Pennsylvania—accounted for 57 percent of the total number awarded and 60 percent of the total amount.

The average amount of all primary benefits awarded was \$22.72, which is almost identical with the average for 1940. Averages for the individual States ranged from \$17.94 in Arkansas to \$24.53 in New Jersey; in 1940 the range was from \$18.58 in Mississippi to \$24.57 in New Jersey. For all except five States—Delaware, Idaho, Nevada, New Mexico, and Texas—the average primary benefit for 1941 was within one dollar of the corresponding average for the preceding year. In Delaware the average increased from \$20.90 to \$23.44. In the other four States there were declines ranging from \$1.05 to \$1.45.

New Jersey had the highest average child's benefit (\$13.59) and widow's current benefit (\$21.34). Arkansas had the lowest State averages for both these types of benefits, \$9.04 and \$14.70, respectively. The highest average wife's benefit was \$12.99, for the District of Columbia, and the lowest, \$9.56, for North Carolina. Connecticut had the highest average widow's benefit, \$21.23, and Alabama the lowest, \$16.70. The average parent's benefit was highest in Oklahoma (\$16.33) and lowest in Delaware (\$10.50).

#### **Changes in Old-Age and Survivors Insurance Procedure Occasioned by the War Program**

*Obtaining proof of age, marriage, and relationship in wartime.*—The Bureau of Old-Age and Survivors Insurance has, in the past, used the records of other Federal agencies in Washington as an additional source of proof of age, marriage, or relationship required in the development of claims for insurance benefits. The War, Navy, and State Departments and other agencies have cooperated with the Bureau by furnishing data upon request. Be-

Table 6.—Number and amount of monthly benefits<sup>1</sup> or lump-sum death payments<sup>2</sup> awarded, by type of benefit and by State, \* January–December 1941  
[Corrected to Jan. 20, 1942]

Social Security Board region and State	Monthly benefits										Lump-sum death payments					
	Total		Primary		Wife's		Child's		Widow's		Widow's current		Parent's		Number <sup>1</sup>	Amount
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount		
<b>Total.</b>	289,286	\$4,789,721	114,660	\$2,604,740	36,213	\$435,905	75,619	\$919,224	11,020	\$222,410	30,502	\$591,336	1,272	\$16,406	117,303	\$13,229,825
<b>Region I:</b>																
Connecticut.....	4,745	90,433	1,931	46,980	706	9,005	1,216	16,091	329	6,986	531	10,914	32	457	2,581	301,341
Delaware.....	2,283	38,455	1,090	23,358	348	3,917	5,411	8,049	104	1,044	201	3,597	7	79	877	84,384
Maine.....	12,953	246,987	6,099	143,927	2,049	26,115	2,856	37,383	680	14,079	1,219	24,796	50	687	5,592	640,961
Massachusetts.....	1,433	25,162	782	16,594	247	2,678	2,448	2,998	54	1,021	96	1,803	6	70	53	53,921
New Hampshire.....	2,197	40,276	1,054	24,055	403	4,772	4,233	5,299	130	2,594	174	3,375	13	181	999	108,465
Rhode Island.....	940	16,213	447	9,785	139	1,631	224	2,456	40	801	87	1,502	3	38	257	28,620
Vermont.....	30,255	688,518	17,239	400,886	5,645	68,852	7,762	103,096	1,711	34,869	3,753	78,232	145	1,983	16,313	1,901,465
<b>Region II:</b>																
New York.....	741	14,144	378	8,860	115	1,381	149	1,944	39	760	58	1,178	21	21	301	34,422
Delaware.....	11,825	231,406	5,276	129,400	1,843	23,636	2,741	37,240	647	13,415	1,293	26,947	55	768	5,495	651,105
New Jersey.....	28,570	519,798	11,811	276,319	3,938	48,625	8,040	101,514	1,296	25,807	3,338	65,803	133	1,730	11,767	1,300,805
<b>Region IV:</b>																
District of Columbia.....	1,127	21,004	488	11,521	124	1,611	333	4,145	55	1,156	127	2,571	0	0	760	83,944
Maryland.....	3,905	66,643	1,621	34,591	473	5,520	1,159	14,070	209	4,105	425	8,137	18	220	2,147	230,939
North Carolina.....	4,790	63,966	1,386	25,918	372	3,557	2,210	21,551	110	1,918	676	10,566	36	236	2,027	188,324
Virginia.....	4,353	64,482	1,471	29,825	418	4,456	1,738	18,090	141	2,631	560	9,180	25	300	1,958	195,441
West Virginia.....	4,568	73,708	1,431	31,759	441	5,102	1,943	23,041	98	1,868	631	11,629	24	279	1,353	142,469
<b>Region V:</b>																
Kentucky.....	4,574	68,620	1,631	31,392	439	5,074	1,847	19,592	148	2,754	564	9,527	25	281	1,628	162,285
Tennessee.....	11,256	204,660	4,107	96,016	1,436	17,654	3,737	49,956	453	9,567	1,179	20,883	44	620	3,270	653,738
Michigan.....	17,025	317,758	7,256	172,618	2,567	31,962	4,458	57,068	832	17,266	1,826	37,138	86	1,146	7,447	880,212
<b>Region VI:</b>																
Illinois.....	19,423	372,073	8,765	200,977	2,828	35,599	4,814	64,439	788	16,188	2,144	44,687	84	1,183	9,575	1,134,953
Indiana.....	7,385	131,587	3,201	71,991	1,090	12,085	1,977	25,095	286	5,534	806	15,901	25	321	3,041	345,152
Wisconsin.....	5,936	110,294	2,552	60,181	1,937	11,463	1,522	19,714	265	5,584	640	13,105	20	247	2,413	259,424
<b>Region VII:</b>																
Alabama.....	3,995	56,144	1,296	25,409	356	3,649	1,601	15,649	83	1,386	622	9,648	35	403	1,475	141,729
Florida.....	3,801	60,454	1,571	33,360	470	5,545	1,221	12,389	96	1,856	431	7,100	12	144	1,507	150,251
Georgia.....	3,827	53,607	1,190	23,326	284	2,924	1,706	16,688	108	2,109	510	8,250	29	310	1,894	175,407
Mississippi.....	1,603	21,518	549	9,894	132	1,310	635	8,845	31	569	241	3,741	15	159	64	54,351
South Carolina.....	2,651	34,463	970	13,111	373	1,795	1,331	12,411	50	864	409	6,111	18	100	1,179	102,371
Tennessee.....	3,945	57,318	1,375	26,975	363	3,755	1,556	15,758	98	1,885	528	8,676	25	269	1,668	161,564
<b>Region VIII:</b>																
Iowa.....	3,702	62,684	1,753	37,026	608	6,702	1,043	10,143	119	2,157	351	6,501	12	155	1,269	130,341
Minnesota.....	4,162	78,566	1,921	45,473	633	7,891	1,005	12,805	159	3,344	429	8,839	15	214	1,650	184,750
Nebraska.....	1,412	24,168	564	10,406	215	2,355	103	3,901	47	959	125	2,428	9	109	821	87,111
North Dakota.....	314	6,314	156	3,359	645	2,491	103	1,200	12	236	65	1,004	2	24	164	17,673
South Dakota.....	511	8,692	220	4,743	63	635	159	1,886	15	258	63	1,129	1	11	203	22,230
<b>Region IX:</b>																
Arkansas.....	1,723	23,290	658	11,805	173	1,660	612	5,531	42	775	234	3,440	4	48	637	62,952
Kansas.....	2,274	37,766	1,002	20,869	322	3,477	562	6,899	93	1,746	247	4,534	18	211	886	93,848
Missouri.....	6,460	114,087	3,028	67,186	973	11,526	1,526	18,341	282	5,631	616	11,854	35	454	2,979	341,552
Oklahoma.....	2,138	35,326	791	17,112	197	2,217	775	9,017	52	1,005	320	5,926	3	49	806	93,844
<b>Region X:</b>																
Louisiana.....	3,113	47,367	1,154	22,609	266	2,576	1,126	12,178	104	1,978	447	7,729	26	297	1,530	142,457
New Mexico.....	3,458	6,438	1,136	2,682	28	7,252	2,902	32,572	183	3,402	1,163	1,115	39	426	3,438	15,376
Texas.....	7,728	117,633	2,662	53,931	689	7,262	2,902	32,572	183	3,402	1,163	20,960	39	426	3,438	362,117
<b>Region XI:</b>																
Arizona.....	792	12,833	266	5,550	67	824	335	3,930	18	381	112	2,092	4	56	250	28,313
Colorado.....	2,068	36,921	674	22,064	278	3,321	638	6,295	59	1,214	210	3,903	9	124	758	86,132
Idaho.....	680	11,466	281	5,961	68	1,069	214	2,498	20	357	100	1,830	7	91	227	26,346
Montana.....	902	17,510	398	9,252	104	1,267	263	3,652	46	966	130	2,368	1	12	395	44,700
Utah.....	904	15,398	292	6,741	102	1,270	349	4,272	24	472	136	2,603	1	15	297	34,127
Wyoming.....	321	5,546	150	3,332	25	281	95	1,019	9	161	42	763	0	0	136	13,919
<b>Region XII:</b>																
California.....	15,275	291,754	7,533	175,329	1,993	24,775	3,566	46,582	574	11,992	1,530	32,037	79	1,049	7,089	880,942
Nevada.....	2,006	3,545	71	1,618	9	1,111	60	1,143	3	87	29	4,531	4	57	1,108	13,346
Oregon.....	2,328	42,090	1,147	25,514	319	3,731	619	6,316	96	1,842	253	4,489	14	198	907	105,699
Washington.....	4,452	83,910	2,291	53,009	625	7,585	961	11,788	161	3,262	409	8,055	15	211	1,824	215,167
<b>Territories:</b>																
Alaska.....	81	1,343	37	768	5	53	32	363	1	25	6	104	0	0	57	5,685
Hawaii.....	946	13,339	410	7,012	62	539	379	3,976	9	197	94	1,693	2	23	258	17,620
Foreign.....	104	1,478	13	270	8	108	59	671	3	68	23	350	1	11	87	8,295

<sup>1</sup> Represents all monthly benefits awarded during the 12-month period and corresponding amount of monthly benefits without adjustment for deductions required under sec. 203 or 907 of the Social Security Act Amendments of 1939.  
<sup>2</sup> Represents total amount of lump-sum death payments awarded without adjustments for any deductions required under the amended act.  
\* Distribution based on residence of claimant at time claim was filed.  
Exceeds number of deceased workers with respect to whose wage records payments were awarded.

cause of the increasing pressure of war work on these agencies and the possibility that some of them may move from Washington, the Bureau will no longer request such data. Consequently, all proofs necessary in the adjudication of a claim will hereafter be developed in the field. When Government records constitute the only proofs available, the claimant will be required to make his own arrangements for obtaining the information from the Federal agency.

*Proof of death for members of the armed forces.*—Arrangements are being made to obtain proper proof of death for individuals who die while serving in the armed forces, so that survivors' claims under the old-age and survivors insurance program may be promptly adjudicated. When such deaths occur within the United States, the usual proofs provided by statements of undertakers, physicians, or registrars of vital statistics are preferred. If death occurs outside the United States, proof may be established by submission of letters of condolence sent by the heads of the respective military

departments to the next of kin or by official reports of deaths which the War Department, Navy Department, and Marine Corps have agreed to furnish to the Bureau of Old-Age and Survivors Insurance. The Navy Department and Marine Corps will include in their official letters of condolence a statement that survivors may be eligible for benefits under the old-age and survivors insurance program.

Official telegrams reporting an individual as killed or missing in action will not be accepted as proof of death since, especially in the case of a major battle, first reports are sometimes found to be in error. Furthermore, individuals may be listed as missing for a number of reasons other than death. Claimants who present such telegrams as proof will be encouraged to file claims promptly in order to protect themselves against possible loss of benefits by reason of delayed filing. Adjudication of the claim, however, will not be undertaken until an official letter of condolence or an official report of death is received.

## Operations Under the Railroad Retirement Act\*

Total net benefit payments certified to the Treasury in January under the Railroad Retirement Act amounted to \$10.5 million, 1.9 percent less than in December (table 1). The drop was due in part to the fact that the December amount had been increased by a change in the accounting

period during that month, and in part to a sharp drop in the number of employee annuities initially certified in January. Net benefit payments certified in the first 7 months of the fiscal year 1941-42 totaled \$73.6 million, 5.0 percent more than the total in the corresponding period of 1940-41. Total benefits certified from the beginning of operations through January amounted to \$503.7 million.

\* Prepared by the Bureau of Research and Information Service, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

**Table 1.—Railroad retirement: Number and amount of annuities and pensions in force and net benefit payments certified to the Secretary of the Treasury, by class of payment, January 1942<sup>1</sup>**

Period and administrative action	Total		Employee annuities		Pensions to former carrier pensioners		Survivor annuities		Death-benefit annuities <sup>2</sup>	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
In force as of Dec. 31, 1941.....	156,513	\$9,963,882	123,498	\$8,129,205	29,424	\$1,735,449	2,919	\$94,668	672	\$24,589
During January 1942:										
Initial certifications.....	1,235	78,929	1,142	75,832	1	116	35	1,012	57	1,968
Terminations by death (deduct).....	1,310	81,663	865	57,571	349	20,561	5	160	91	3,370
In force as of Jan. 31, 1942 <sup>3</sup> .....	156,419	9,962,281	123,748	8,148,162	29,083	1,715,429	2,951	95,566	637	23,123
Total payments (net).....	(4)	10,487,415		8,407,946		1,694,248		30,038		97,610

<sup>1</sup> For definition of classes of payments, see the Bulletin, July 1939, p. 7. Except for total payments which are on calendar month basis, data are based on month ended on 20th calendar day in which annuity or pension was first certified or terminated upon notice of death, or in which other administrative action was taken by the Board rather than on month in which annuity or pension began to accrue, beneficiary died, or administrative action was effective. In-force payments as of end of month reflect administrative action through the 20th. Correction for claims certified or terminated in error or for incorrect amount is made in data for month in which error was discovered and not in which error was made. Cents omitted.

<sup>2</sup> In a few cases payments are made to more than 1 survivor on account of death of 1 individual; such payments are counted as single items. Terminations include those by death and by expiration of 12-month period for which death-benefit annuities are payable; nearly all terminations are of latter type.

<sup>3</sup> After adjustments for recertifications, reinstatements, and terminations for reasons other than death (suspension, return to service, recovery from disability, commutation to lump-sum payments).

<sup>4</sup> Includes \$257,571 for lump-sum death benefits.



Only 1,142 employee annuities were initially certified in January, as compared with 1,607 in December. The number of new certifications, the smallest since July 1937, reflected administrative difficulties arising out of initiation of plans for moving the Board out of Washington. Employee annuities terminated in January by death numbered 865. For the 7 months July 1941-January 1942, the total number of annuities terminated by death was 11 percent larger than the total for the corresponding period a year earlier. The rise in the number of annuitants on the rolls and their increasing age account for the growth in the number of deaths.

Chiefly because of the small number of new certifications, there was a net increase, after adjustments for suspensions and reinstatements, of only 250 in the number of annuities in force at the end of January compared with an average monthly net increase of 828 in the preceding 6 months. At the end of January the average monthly payment was \$65.84 for all employee annuities in force, including those subject to recertification.

A total of 1,418 applications for employee

annuities was received in Washington in January; the December total was 1,403, the lowest number received since the enactment of the 1937 act. During the first 7 months of the current fiscal year, 11,474 applications were received, 11 percent fewer than for the corresponding period last year.

During the 7 months ended January 31, 1942, 2,005 pensions were terminated, 269 fewer than in the corresponding period a year ago. The total monthly amount payable on the 29,083 pensions in force at the end of January was \$1.7 million and the average monthly payment, \$58.98.

Survivor annuities in force at the end of the month numbered 2,951; the average monthly payment was \$32.38. As of January 31, 1942, there were 637 death-benefit annuities in force with an average monthly payment of \$36.30.

The 868 lump-sum death benefits certified in January brought the total for the first 7 months of the current fiscal year to 7,528, or 345 more than in the corresponding 7 months of 1940-41. The average payment for lump-sum death-benefit certifications in January was \$278.20.

# SOCIAL AND ECONOMIC DATA

BUREAU OF RESEARCH AND STATISTICS

## Social Security and Other Income Payments to Individuals

Income payments to individuals, which have increased each month since June 1940, in January reached a new high level of \$8.4 billion. This amount represents an increase of 1.1 percent over December payments and 24 percent over January 1941. It is probable that income payments during the first 6 months of this year will equal the 12-month total in each of the years 1932 and 1933. One segment of total income payments, compensation of employees, in January 1942 amounted to more than the total of all income payments in any month from May 1931 through May 1936.

Coincident with the steady increase in income payments have been several developments which tend to deflate somewhat the value of each dollar received. The cost of living has increased substantially during the past year. According to

the Bureau of Labor Statistics indexes, purchases of food, clothing, rent, and other items included in the wage worker's family budget which cost \$1 in August 1939, in December 1941 cost \$1.12. The amounts paid out by income payment recipients in the form of taxes increased during 1941, and further increases will undoubtedly be necessary in order to finance the cost of war operations.

Compensation of employees accounted for almost two-thirds of all income payments in January and amounted to \$5.5 billion. This total represents an increase of \$1.1 billion or 25 percent over January 1941 and reflects increases in employment, wage rates, and hours of work. In the aggregate these increases were more than enough to offset the dislocations caused by the conversion of certain industries to the production of war

Chart 1.—Income payments in the continental United States, January 1929–January 1942

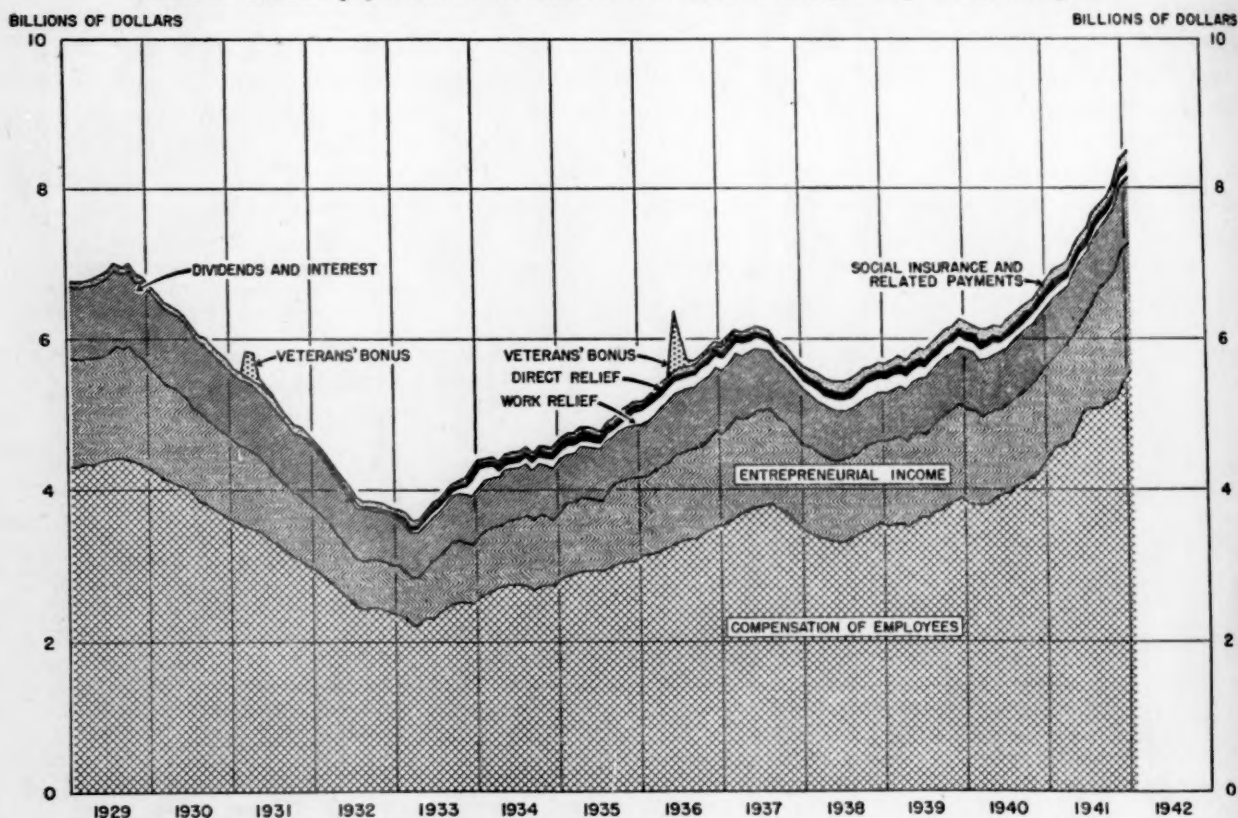


Table 1.—Income payments in the continental United States, by specified period, 1936-42<sup>1</sup>

[In millions; data corrected to Mar. 10, 1942]

Year and month <sup>2</sup>	Total	Compensation of employees <sup>3</sup>	Entrepreneurial income, net rents, and royalties	Dividends and interest	Work relief <sup>4</sup>	Direct relief <sup>4</sup>	Social insurance and related payments <sup>4</sup>	Veterans' bonus
<b>Calendar year:</b>								
1936.....	\$68,115	\$39,772	\$13,533	\$9,700	\$2,155	\$672	\$856	\$1,427
1937.....	72,213	44,344	14,586	9,762	1,639	837	917	128
1938.....	66,584	40,832	13,139	8,026	2,094	1,008	1,428	57
1939.....	71,016	44,067	13,831	8,648	1,870	1,070	1,496	34
1940.....	75,706	47,847	14,384	9,085	1,577	1,096	1,689	28
1941.....	89,509	58,903	17,095	9,549	1,215	1,113	1,621	13
<b>1941</b>								
January.....	6,821	4,421	1,263	765	131	96	143	2
February.....	6,917	4,545	1,244	768	125	96	138	1
March.....	6,978	4,590	1,254	771	126	98	138	1
April.....	7,030	4,636	1,269	775	121	96	132	1
May.....	7,216	4,795	1,298	777	116	93	136	1
June.....	7,375	4,943	1,314	785	104	93	135	1
July.....	7,454	5,002	1,344	795	86	90	136	1
August.....	7,656	5,070	1,482	800	80	90	133	1
September.....	7,790	5,089	1,597	804	79	89	131	1
October.....	7,898	5,162	1,622	812	81	90	130	1
November.....	8,020	5,212	1,667	840	79	90	131	1
December.....	8,354	5,438	1,741	857	87	92	138	1
<b>1942</b>								
January.....	8,447	5,524	1,734	865	77	94	152	1

<sup>1</sup> Compensation of employees, entrepreneurial income, net rents and royalties, and dividends and interest adjusted for seasonal variation.

<sup>2</sup> For annual and monthly figures 1929-40, see the Bulletin, August 1941, table 1, pp. 74-76.

<sup>3</sup> Wage and salary payments minus deductions for employee contributions to social insurance and related programs. Includes industrial pensions.

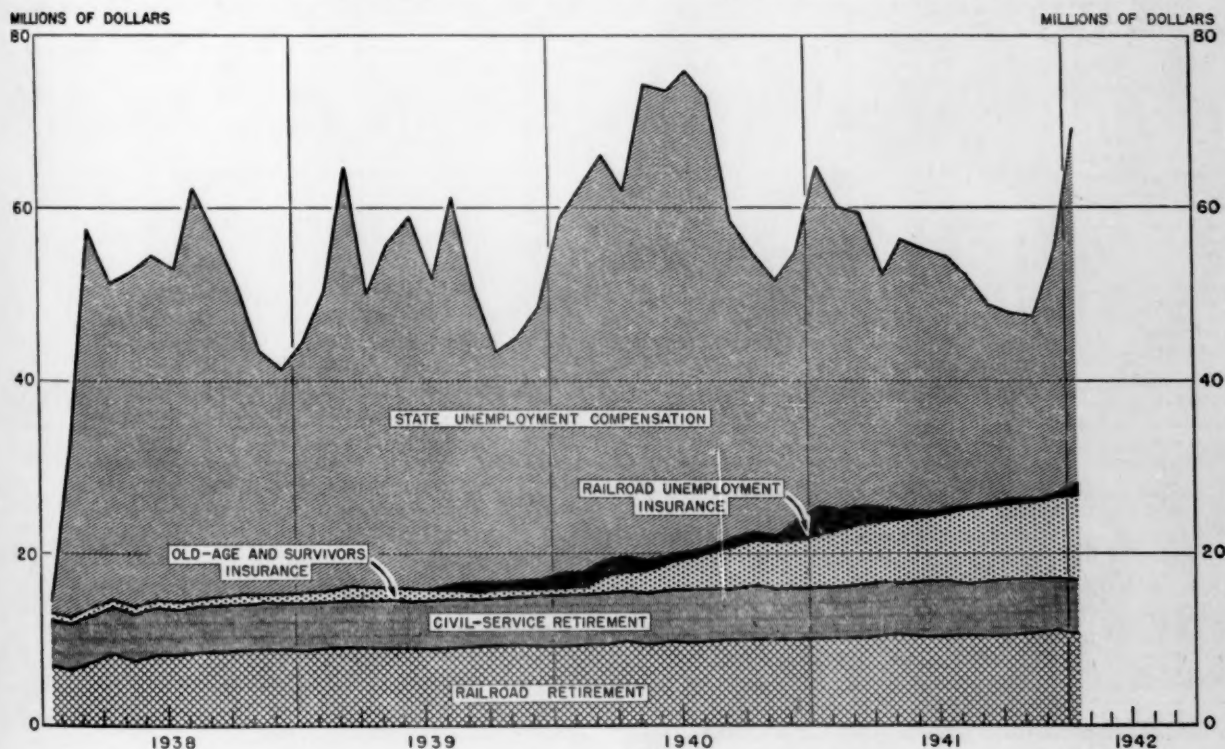
<sup>4</sup> Earnings of persons employed by the CCC, NYA, and WPA. Excludes earnings of persons employed on other Federal agency projects financed from emergency funds; such earnings are included in the column "Compensation of employees."

<sup>5</sup> Payments to recipients under the 3 Federal assistance programs and general relief, and the value of surplus-food stamps issued by the Surplus Marketing Administration under the food stamp plan.

<sup>6</sup> Represents payments under programs of old-age and survivors insurance, railroad retirement, Federal, State, and local retirement, veterans' pensions, workmen's compensation, State unemployment compensation, and railroad unemployment insurance.

Source: U. S. Department of Commerce, Bureau of Foreign and Domestic Commerce.

Chart 2.—Payments under selected social insurance and retirement programs, January 1938-January 1942





materials and the loss of employment occasioned by curtailment of civilian output in other industries.

Entrepreneurial income, net rents, and royalties, and dividends and interest changed less than 1 percent from December, but both items are considerably above the levels of a year ago. Entrepreneurial income payments were 37 percent above such payments in January 1941, and dividends and interest payments were 13 percent larger.

Social insurance and related payments increased 10 percent from December to January and amounted to \$152 million. This rise was due to an increase of \$13.7 million in unemployment insurance payments which reflect unemployment

arising out of conversion operations and curtailment orders. Some idea of the extent to which unemployment exceeded the usual seasonal movement is shown by the fact that State unemployment compensation payments in January of this year were 4.5 percent above payments in the same month of the previous year.

Relief payments in January were below the level of similar payments for January 1941—work relief by 41 percent and direct relief by 2.1 percent. Direct relief payments as usual showed an increase over December, but work relief payments were 11 percent lower.

### Social Insurance and Related Payments

Payments in January to beneficiaries under the

Table 2.—Payments under selected social insurance and retirement programs, by specified period, 1936-42<sup>1</sup>

[In thousands]

Year and month	Total	Retirement and survivor payments									Refunds under the Civil Service Commission to employees leaving service <sup>5</sup>	Unemployment insurance payments			
		Total	Monthly retirement payments <sup>1</sup>			Survivor payments						Total	State unemployment compensation laws <sup>3</sup>	Railroad Unemployment Insurance Act <sup>4</sup>	
			Social Security Act <sup>2</sup>	Railroad Retirement Act <sup>4</sup>	Civil Service Commission <sup>3</sup>	Monthly payments		Lump-sum payments							
						Social Security Act <sup>2</sup>	Railroad Retirement Act <sup>4</sup>	Social Security Act <sup>7</sup>	Railroad Retirement Act <sup>4</sup>	Civil Service Commission <sup>3</sup>					
Calendar year:															
1936	\$59,372	\$56,377	-----	\$683	\$51,630	-----	\$2	-----	\$4,062	\$2,864	\$131	\$131	-----		
1937	105,429	99,818	-----	40,001	53,694	-----	444	\$1,278	4,401	3,479	2,132	2,132	-----		
1938	569,367	160,640	-----	96,749	56,118	-----	1,400	10,478	\$291	4,604	3,326	396,401	396,401	-----	
1939	626,270	187,837	-----	107,282	58,331	-----	1,451	13,895	1,926	4,952	2,846	435,587	429,820	\$5,765	
1940	765,809	226,533	\$21,242	114,167	62,019	\$7,617	1,448	11,734	2,496	5,810	3,277	535,999	520,110	15,889	
1941	654,717	289,914	55,609	119,912	64,932	24,924	1,560	13,326	3,421	6,170	4,616	360,187	345,652	14,535	
1941															
January	64,840	21,929	3,603	9,739	5,312	1,393	120	1,063	221	478	266	42,645	39,270	3,375	
February	59,859	22,532	3,757	9,899	5,307	1,602	124	1,225	187	431	259	37,068	34,611	2,457	
March	59,371	23,194	4,030	9,792	5,360	1,762	125	1,241	226	658	324	35,853	33,608	2,243	
April	52,344	23,595	4,185	9,960	5,392	1,828	130	1,111	411	578	301	28,448	26,998	1,450	
May	56,486	23,680	4,386	10,003	5,401	1,928	133	1,080	367	382	384	32,422	31,574	860	
June	55,330	23,950	4,530	9,973	5,387	2,020	135	1,026	242	637	373	31,007	30,530	477	
July	54,451	24,466	4,759	9,964	5,418	2,160	131	1,179	317	538	337	29,648	29,293	355	
August	52,054	24,537	4,945	9,999	5,406	2,264	133	1,155	278	357	484	27,000	26,473	527	
September	48,915	24,906	5,073	10,081	5,452	2,326	132	988	251	605	455	23,554	23,002	552	
October	47,935	25,390	5,289	10,114	5,467	2,444	134	1,100	303	544	484	22,061	21,500	461	
November	47,715	25,551	5,439	10,199	5,516	2,523	129	1,029	256	460	489	21,675	21,066	609	
December	55,417	26,184	5,673	10,189	5,519	2,674	134	1,131	362	502	460	28,773	27,847	926	
1942															
January	69,312	26,375	5,876	10,102	5,557	2,763	128	1,267	258	424	484	42,453	41,056	1,397	

<sup>1</sup> Payments to individual beneficiaries under programs; data exclude cost of administration. For detailed data see tables in program sections of the Bulletin.

<sup>2</sup> Represents old-age retirement benefits under all acts and disability retirement benefits under Railroad Retirement and Civil Service Retirement Acts.

<sup>3</sup> Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment; represent primary benefits, wife's benefits, and benefits to children of primary beneficiaries. Distribution by type of benefit partly estimated for 1940.

<sup>4</sup> Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment, minus cancellations, during month ended on 20th calendar day through November 1941; for December 1941, amounts certified from November 21 through December 31; for January 1942, amounts certified during calendar month. Monthly payments to survivors include annuities to widows under joint and survivor elections and 12-month death-benefit annuities to widows and next of kin.

<sup>5</sup> Principally payments under civil-service retirement and disability fund but includes also payments under Canal Zone retirement and disability fund

and Alaska Railroad retirement and disability fund administered by the Civil Service Commission. Lump-sum payments include accrued annuities to date of death paid to survivors. Data for calendar years 1936-39 estimated on basis of data for fiscal years. For discussion of benefits and beneficiaries under the Civil Service Retirement Act, see the Bulletin, April 1941, pp. 29-42.

<sup>6</sup> Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment; represent widow's benefits, widow's current benefits, parent's benefits, and orphan's benefits. Distribution by type of benefit partly estimated for 1940.

<sup>7</sup> Amounts certified to the Secretary of the Treasury for payment; represent payments at age 65 for 1937-August 1939, payments with respect to deaths of covered workers prior to Jan. 1, 1940, for entire period, and, beginning January 1940, payments with respect to deaths of covered workers after Dec. 31, 1939. Payments at age 65 totaling \$651,000 in 1937, \$4.7 million in 1938, and \$4.6 million in 1939 are not survivor payments.

<sup>8</sup> Amount of checks issued, reported by State agencies to the Bureau of Employment Security.

<sup>9</sup> Amounts certified by regional offices of the Railroad Retirement Board to disbursing officers of the Treasury in same city.

five social insurance and related programs for which monthly data are available (table 2) accounted for 46 percent of the \$152 million estimated by the Department of Commerce to have been paid under social insurance and related programs.

Payments under the five programs amounted to \$69.3 million, 25 percent above the December total, and 6.9 percent above similar payments in January 1941. The December-January increase is the result of further increases in unemployment insurance payments, which reflect seasonal unemployment as well as unemployment resulting from conversion of plants to the production of war materials and from curtailment of nondefense production. The increase over the January 1941 payments, however, is due primarily to the continuing growth in retirement and survivor payments, particularly under the Social Security Act.

Unemployment insurance payments of \$41.1

million were made under the State unemployment compensation laws during January. This sum represents an increase of 47 percent over payments in December and of 4.5 percent over January 1941 payments. Increased payments were made in all except four States, and in 14 States the payments were more than 50 percent above the December level. Payments made under the Railroad Unemployment Insurance Act during January amounted to \$1.4 million, 51 percent above the December total, but 59 percent below the payments made under this program in January 1941. Almost 797,000 beneficiaries (table 3) received payments under the State laws during January, and 35,100 received railroad unemployment insurance payments. Both of these figures represent increases over December, and both are below the January 1941 levels.

Monthly retirement payments and the number of beneficiaries receiving such payments under

Table 3.—Individuals receiving payments under selected social insurance and retirement programs, by month, January 1941–January 1942

[In thousands]

Year and month	Retirement and survivor beneficiaries								Separated employees receiving refunds under the Civil Service Commission <sup>8</sup>	Unemployment insurance beneficiaries	
	Monthly retirement beneficiaries			Survivor beneficiaries						State unemployment compensation laws <sup>10</sup>	Railroad Unemployment Insurance Act <sup>11</sup>
				Monthly beneficiaries		Lump-sum beneficiaries <sup>4</sup>					
	Social Security Act <sup>1</sup>	Railroad Retirement Act <sup>2</sup>	Civil Service Commission <sup>3</sup>	Social Security Act <sup>4</sup>	Railroad Retirement Act <sup>5</sup>	Social Security Act <sup>7</sup>	Railroad Retirement Act	Civil Service Commission <sup>6</sup>			
1941											
January	164.8	146.4	65.5	83.3	3.3	7.8	1.0	0.9	1.7	825.7	77.6
February	175.0	147.3	65.5	92.9	3.3	9.1	.8	.5	1.7	806.4	63.2
March	190.7	147.6	66.1	101.2	3.3	9.1	1.0	.7	1.9	761.7	55.6
April	200.8	148.1	66.3	108.7	3.4	8.2	1.7	.6	2.0	589.6	38.5
May	211.1	148.9	66.8	115.8	3.4	7.9	1.5	.4	2.5	659.0	20.7
June	218.8	149.6	66.9	122.4	3.4	7.4	1.0	.6	2.6	682.9	11.4
July	229.0	150.2	67.1	129.9	3.5	8.6	1.3	.6	2.5	611.1	10.0
August	239.2	150.6	67.5	137.1	3.5	8.5	1.1	.5	3.3	571.9	12.0
September	247.7	151.3	67.5	142.7	3.6	7.2	1.0	.7	3.0	493.4	13.2
October	257.5	151.8	67.8	149.9	3.6	8.0	1.1	.6	3.4	430.0	12.9
November	265.7	152.5	68.4	156.0	3.6	7.5	1.0	.5	4.3	470.4	13.4
December	276.4	152.9	68.6	163.6	3.6	8.2	1.2	.5	3.5	523.0	22.4
1942											
January	287.6	152.8	69.3	171.0	3.6	9.1	.9	.5	4.1	796.6	35.1

<sup>1</sup> Primary beneficiaries and their wives and children, for whom monthly benefits were certified to the Secretary of the Treasury during month.

<sup>2</sup> Employee annuitants and pensioners on roll as of 20th of the month; includes disability annuitants.

<sup>3</sup> Annuitants under Civil Service, Canal Zone, and Alaska Railroad Retirement Acts; represents age and disability retirements, voluntary and involuntary retirements after 30 years' service, and involuntary separations after not less than 15 years' service. Figures not adjusted for suspension of annuities of persons who have returned to work in the War and Navy Departments under the National Defense Act of June 28, 1940, numbering 607 in January 1942.

<sup>4</sup> Widows, parents, and orphans for whom monthly benefits were certified to the Secretary of the Treasury during month.

<sup>5</sup> Widows receiving survivor benefits under joint and survivor elections and next of kin receiving death-benefit annuities for 12 months; number on roll as of 20th of the month. Widows receiving both survivor and death-benefit

annuities are counted twice, but 2 or more individuals sharing 1 death-benefit annuity are counted as 1.

<sup>6</sup> Number of deceased wage earners with respect to whose wage records payments were made to survivors; for railroad retirement beneficiaries, number certified in month ending on 20th calendar day.

<sup>7</sup> Represents deceased wage earners whose survivors received payments under either 1935 or 1939 act.

<sup>8</sup> See footnote 3 for programs covered. Represents employees who died before retirement age and annuitants with unexpended balances whose survivors received payments.

<sup>9</sup> See footnote 3 for programs covered.

<sup>10</sup> Represents average number of weeks of unemployment compensated in calendar weeks ended within month.

<sup>11</sup> Number of individuals receiving benefits during second and third weeks of month for days of unemployment in registration periods of 14 consecutive days.

the Social Security Act and under the programs administered by the Civil Service Commission increased slightly over December, while payments and beneficiaries under the Railroad Retirement Act decreased. Monthly retirement payments under all three programs were larger than similar payments in January 1941; the largest increase—63 percent for payments and 75 percent in beneficiaries—occurred under the old-age and survivors insurance program.

Survivors of workers insured under the old-age and survivors insurance program received monthly payments amounting to \$2.8 million during January, only slightly more than the December payments but almost double those made in January 1941. The number of beneficiaries was 4.5 percent greater than in December and 105 percent greater than in January 1941.

Approximately 684,300 individuals received monthly benefits amounting to \$24.4 million and 10,500 received lump-sum payments amounting to \$1.9 million under the retirement and survivor programs during January. Monthly beneficiaries under the old-age and survivors insurance program totaled 458,600 and included 212,200 retired workers, the wives of 60,600 of these workers, 14,800 of their children who were under 18, and 171,000 survivors of deceased workers and annuants. Approximately 288,100 families are represented by these beneficiaries. The 225,700 beneficiaries receiving monthly retirement payments under the railroad retirement and civil-service programs represent approximately the number of families receiving benefits, inasmuch as no supplementary benefits are provided under these programs.

## Financial and Economic Data

### *Receipts and Expenditures*

Social security taxes during January amounted to 8.3 percent of total Federal receipts as compared with 12.4 percent in January 1941. The smaller proportion reflects the fact that total receipts were \$242 million or 65 percent above the total a year earlier, while social security taxes had increased only 10.9 percent (table 1).

Total tax collections under the selected social insurance programs amounted to \$207.6 million in January; of this amount \$154.9 million or 75 percent represented State unemployment contributions collected by the State agencies (table 2). These contributions, although usually high in the first month of a quarter, were higher than in any previous month. Federal insurance contributions of \$38.6 million accounted for 19 percent of the total. Receipts under the Federal Unemployment Tax Act, which amounted to \$12.7 million, consisted mainly of taxes on 1941 pay rolls. Although returns for taxes on last year's pay rolls were due on January 31, the bulk of the collections will be recorded in February receipts because of administrative time lags. Contributions under each of the programs were higher in January than a year ago. Monthly comparisons of receipts under the various programs are of only limited significance, because the taxes are based on different pay-roll periods and they are due to be paid at different times.

Total social insurance collections of \$1,310.5 million were received in the 7 months ended January 31—\$265.1 million more than the comparable total in the previous fiscal year. About \$581 million or 44 percent of all social insurance tax collections during this 7-month period are included in gross receipts of the general and special accounts of the Treasury reported for the same period (tables 1 and 2). The other 56 percent consists of the State unemployment contributions which are paid to designated State agencies, and the 90 percent of railroad unemployment insurance contributions which are deposited into the railroad unemployment insurance account.

Federal expenditures under the Social Security Act and under the Railroad Retirement Board amounted to 4.7 percent of total Federal expenditures in January 1942, as compared with 8.3 percent a year ago. The decline in the ratio results from the proportionately greater increase in other Federal expenditures, particularly for national defense purposes.

The marked increase in total Federal disbursements during January resulted in an excess of more than \$2 billion in expenditures over receipts and raised the total excess for the current fiscal year to \$9.4 billion. The public debt has risen from \$49 billion as of June 30, 1941, to \$60 billion as of January 31. The old-age and survivors insurance trust fund and the unemployment trust



fund acquired \$843 million or 7.6 percent of the new obligations issued. As of January 31, the combined holdings of the two funds totaled \$5.5 billion, 9.2 percent of the interest-bearing public debt.

The continued decline in the computed rate of interest on the interest-bearing public debt brought the rate to 2.404 at the end of January, as compared with 2.409 a month earlier and 2.541 a year earlier. As indicated in chart 1, this interest rate has declined regularly since Septem-

ber 1941, chiefly as a result of the issuance of tax-anticipation notes and the increase in sales of defense bonds; in January receipts from sales of defense bonds and defense series of United States Savings Bonds reached a record total of over \$1 billion. The computed rate of interest has fluctuated between 2.5 and 2.375 percent since August 1941. Therefore, all obligations acquired by the old-age and survivors insurance trust fund and the unemployment trust fund since then have been at an interest rate of 2.375 percent.

Table 1.—Social security and total Federal receipts, expenditures, and public debt, by specified period, 1936–42

[In millions]

Period	General and special accounts											Trust accounts, etc. <sup>7</sup> excess receipts (+) or expenditures (–)	Change in general fund balance	Public debt				
	Receipts of Federal Government				Expenditures <sup>4</sup> of Federal Government									Total	Old-age and survivors insurance trust fund	Unemployment trust fund <sup>5</sup>	Railroad retirement account	All other
	Total <sup>1</sup>	Social Security taxes <sup>2</sup>	Railroad retirement and unemployment taxes <sup>3</sup>	All other	Total <sup>1</sup>	Under the Social Security Act		Under the Railroad Retirement Board		All other								
						Administrative expenses and grants to States <sup>6</sup>	Net appropriations and transfers to old-age and survivors insurance trust fund	Administrative expenses <sup>6</sup>	Transfers to railroad retirement account									
Fiscal year:																		
1936-37	\$5,294	\$252	( <sup>9</sup> )	\$5,042	\$8,442	\$183	\$265	\$1		\$7,993	–\$3,149	+\$374	–\$128	\$36,425	\$267	\$312		\$35,846
1937-38	6,242	604	\$150	5,488	7,626	291	387	3		106,679	–1,384	+306	–338	37,165	662	872	\$66	35,565
1938-39	5,668	631	109	4,928	9,210	342	503	* 3		147 8,255	–3,542	+890	+622	40,440	1,177	1,267	67	37,929
1939-40	5,925	712	126	5,087	9,537	379	539	* 8		121 8,490	–3,612	+137	–947	42,968	1,738	1,710	79	39,441
1940-41	8,269	788	144	7,337	13,372	447	661	* 7		124 12,133	–5,103	–148	+742	48,961	2,381	2,273	74	44,253
7 months ended:																		
January 1940	3,059	362	59	2,638	5,460	227	268	5		87 4,873	–2,402	+175	–556	42,110	1,435	1,537	77	39,061
January 1941	3,607	394	70	3,143	6,594	281	343	* 4		86 5,880	–2,987	+212	+134	45,877	2,006	1,974	85	41,812
January 1942	5,193	498	83	4,612	14,560	320	449	* 6		109 13,676	–9,367	–1,366	+317	60,012	2,726	2,771	112	54,403
1941																		
January	372	46	1	325	1,142	53	32	( <sup>9</sup> )		10 1,047	–771	+15	+97	45,877	2,006	1,974	85	41,812
February	674	188	5	481	1,208	30	132	1		20 1,025	–534	–3	–324	46,060	2,002	2,087	85	41,916
March	1,567	4	31	1,532	1,400	36	( <sup>9</sup> )	1		10 1,353	+167	–236	+1,014	47,173	2,161	2,077	85	42,850
April	602	42	1	559	1,352	49	37	1		8 1,257	–750	+402	–290	47,231	2,151	2,117	85	42,878
May	541	157	8	376	1,288	35	147	1		1,105	–747	–264	–521	47,721	2,146	2,254	84	43,257
June	1,277	4	28	1,245	1,530	17	1	1		1,511	–252	–250	+729	48,961	2,381	2,273	74	44,253
July	456	47	1	408	1,640	60	43	1		46 1,490	–1,185	+599	–34	49,513	2,371	2,333	108	44,701
August	554	167	6	381	1,687	43	157	1		1,486	–1,133	–2	+274	50,921	2,361	2,479	102	45,979
September	1,136	4	33	1,099	1,875	33	1	1		1,840	–739	–293	–607	51,346	2,556	2,479	91	46,220
October	489	48	1	440	2,126	56	43	1		32 1,994	–1,637	–225	+376	53,584	2,546	2,538	112	48,388
November	730	175	5	550	2,024	40	166	1		1,817	–1,294	–484	–322	55,040	2,536	2,706	102	49,696
December	1,214	6	36	1,172	2,544	33	2	1		2,508	–1,329	–328	+1,241	57,938	2,736	2,732	91	52,379
1942																		
January	614	51	1	562	2,064	56	36	1		32 2,539	–2,050	–633	–610	60,012	2,726	2,771	112	54,403

<sup>1</sup> Beginning July 1940, appropriations to old-age and survivors insurance trust fund minus reimbursements to the Treasury for administrative expenses are excluded from net receipts and expenditures of general and special accounts of the Treasury. These net appropriations are included here in both total receipts and expenditures for comparison with previous periods.

<sup>2</sup> Represents collections under the Federal Insurance Contributions Act and the Federal Unemployment Tax Act.

<sup>3</sup> Represents total collections under the Carriers Taxing Act and 10 percent of collections under the Railroad Unemployment Insurance Act (see table 2, footnote 5).

<sup>4</sup> Excludes public-debt retirement. Based on checks cashed and returned to the Treasury.

<sup>5</sup> Excludes funds for vocational rehabilitation program of the Office of Education and for disease and sanitation investigations of the Public Health Service (see table 3, footnote 1); also excludes grants to States for employment service administration under the Wagner-Peyser Act. Such grants are included in "all other." Also excludes administrative expenses incurred by the Treasury prior to July 1940 in administration of title II of the

Social Security Act and the Federal Insurance Contributions Act. Includes expenses incurred by the Social Security Board in administration of the Wagner-Peyser Act, beginning July 1940.

<sup>6</sup> Includes expenditures for administration of railroad unemployment insurance, amounting to \$500,000 in 1938–39, \$4,987,000 in 1939–40, \$3,397,000 in 1940–41, and \$1,481,000 in 1941–42; also includes \$3,655,000 expended since April 1941 for acquisition of service and compensation data of railroad workers in accordance with Public Res. 102, approved Oct. 9, 1940.

<sup>7</sup> Includes all trust accounts, increment resulting from reduction in weight of gold dollar, expenditures chargeable against increment on gold (other than retirement of national bank notes), and receipts from seigniorage.

<sup>8</sup> Beginning July 1939, contains separate book account for railroad unemployment insurance account and for each State employment security agency.

<sup>9</sup> Less than \$500,000.

<sup>10</sup> Excludes amounts reimbursed to the Treasury for administrative expenses, which were part of transfer.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

During the first 5 months of the current fiscal year, all publicly offered Government bonds exclusive of those with maturity dates falling within the 5-month period were selling at market prices which yielded less than 2.375 percent to call. Immediately following our entry into the war, however, United States Government bond prices declined sharply and market yields increased

**Table 2.—Social insurance taxes under selected programs, by specified period, 1936-42**

[In thousands]

Period	Old-age and survivors insurance		Unemployment insurance		
	Federal insurance contributions <sup>1</sup>	Taxes on carriers and their employees <sup>2</sup>	State unemployment contributions <sup>3</sup>	Federal unemployment taxes <sup>4</sup>	Railroad unemployment insurance contributions <sup>5</sup>
Cumulative through January 1942.....	\$2,999,099	\$596,066	\$4,275,950	\$8487,497	\$156,396
Fiscal year:					
1936-37.....	194,346	345	(7)	\$ 57,751	.....
1937-38.....	514,406	150,132	(7)	90,104	.....
1938-39.....	530,358	109,257	803,007	100,869	.....
1939-40.....	604,694	120,967	853,955	107,523	49,167
1940-41.....	690,555	136,942	888,442	97,677	68,162
7 months ended:					
January 1940.....	325,986	57,695	542,223	36,332	16,105
January 1941.....	361,340	67,108	550,816	32,604	33,522
January 1942.....	464,740	79,023	694,082	33,574	39,067
1941					
January.....	33,923	604	129,532	12,082	44
February.....	134,433	5,414	88,561	53,475	569
March.....	2,588	28,951	6,867	918	16,739
April.....	39,228	1,371	127,940	2,447	70
May.....	149,679	7,979	105,763	7,433	957
June.....	3,286	26,120	8,495	780	16,306
July.....	44,815	872	146,570	2,234	80
August.....	159,525	5,638	107,460	7,477	573
September.....	3,366	31,111	6,781	910	18,103
October.....	45,674	1,058	148,239	2,169	86
November.....	168,458	5,202	119,673	6,808	939
December.....	4,323	33,866	10,447	1,267	19,209
1942					
January.....	38,579	1,277	154,912	12,710	107

<sup>1</sup> Tax effective Jan. 1, 1937, based on wages for employment as defined in Internal Revenue Code (ch. 9, subch. A, sec. 1426), payable by employers and employees.

<sup>2</sup> Tax effective Mar. 1, 1936, based on wages for employment as defined in Carriers Taxing Act, payable by carriers and employees.

<sup>3</sup> Represents contributions plus penalties and interest collected from employers and contributions from employees, deposited in State clearing accounts. For differences in State rates, see p. 48, table 12, footnote 1. Data include contributions based on wages from railroad industry prior to July 1, 1939. Subsequent transfers from State accounts to railroad unemployment insurance account in unemployment trust fund, amounting to \$105.9 million as of Jan. 31, 1942, are not deducted. Figures reported by State agencies, corrected to Jan. 31, 1942.

<sup>4</sup> Tax effective Jan. 1, 1936, based on wages for employment as defined in Internal Revenue Code (ch. 9, subch. C, sec. 1607), payable by employers only. Amounts represent Federal tax collections after deduction for amounts paid into State unemployment funds on covered wages earned in previous calendar year.

<sup>5</sup> Tax effective July 1, 1939, based on wages for employment as defined in Railroad Unemployment Insurance Act, payable by employers only. Computed from data in Daily Statement of the U. S. Treasury. Represents 10 percent which is deposited with the Treasury and appropriated to railroad unemployment insurance administration fund for expenses of the Railroad Retirement Board in administering act, and 90 percent which is deposited in railroad unemployment insurance account in unemployment trust fund and is not included in receipts of general and special accounts of the Treasury. Amounts, therefore, differ from figures on p. 65, table 1, which represent only the 10 percent deposited with the Treasury.

<sup>6</sup> Includes \$40.6 million subsequently refunded to States which did not collect taxes on 1936 pay rolls and in which employers paid full tax to the Federal Government.

<sup>7</sup> Not available.

accordingly. The average yield on outstanding Treasury bonds due or callable after 12 years had declined from 1.91 in June to 1.85 in November but rose to 2.02 for the week ended December 27. The yield on 2½-percent United States Government bonds of the 1967-72 series rose to 2.50 percent on December 9 and remained at approximately that level during the remainder of the month.

Total Federal expenditures for grants to States and administrative expenses under the Social

**Table 3.—Federal appropriations and expenditures for administrative expenses and grants to States under the Social Security Act, by specified period, 1940-42<sup>1</sup>**

[In thousands]

Item	Fiscal year 1940-41		Fiscal year 1941-42	
	Appropriations <sup>2</sup>	Expenditures through January <sup>3</sup>	Appropriations <sup>2</sup>	Expenditures through January <sup>3</sup>
Total.....	\$440,894	\$280,557	\$463,829	\$319,799
Administrative expenses.....	27,694	18,613	26,129	18,406
Federal Security Agency, Social Security Board <sup>4</sup> .....	27,220	15,192	25,655	14,484
Department of Labor, Children's Bureau.....	364	204	364	215
Department of Commerce, Bureau of the Census.....	110	72	110	54
Department of the Treasury <sup>5</sup> .....	(6)	3,145	(6)	3,653
Grants to States.....	413,200	261,944	437,700	301,393
Federal Security Agency.....	402,000	255,295	426,500	294,101
Social Security Board.....	391,000	247,761	415,500	285,774
Old-age assistance.....	245,000	158,800	270,000	190,516
Aid to dependent children.....	75,000	39,191	74,000	44,738
Aid to the blind.....	10,000	4,513	9,000	5,054
Unemployment compensation administration.....	61,000	45,257	62,500	45,465
Public Health Service:				
Public health work.....	11,000	7,535	11,000	8,327
Department of Labor, Children's Bureau.....	11,200	6,649	11,200	7,292
Maternal and child health services.....	5,820	3,151	5,820	3,799
Services for crippled children.....	3,870	2,391	3,870	2,359
Child welfare services.....	1,510	1,107	1,510	1,133

<sup>1</sup> Excludes some funds appropriated and expended under the Social Security Act, because they are not separated from other Federal funds for similar purposes. Such is the case with funds for vocational rehabilitation for which \$113,000 was appropriated for 1940-41 and \$112,000 for 1941-42 for administration in the Office of Education, and \$2 million for 1940-41 and \$2,650,000 for 1941-42 for grants to States. For disease and sanitation investigations of the Public Health Service, appropriations were \$1,625,000 for 1940-41 and \$1,665,000 for 1941-42 in addition to grants to States shown in this table.

<sup>2</sup> Excludes unexpended balance of appropriations for previous fiscal year.

<sup>3</sup> Based on checks cashed and returned to the Treasury. Includes expenditures from reappropriated balance of appropriations for previous fiscal year.

<sup>4</sup> Includes amounts expended by the Board in administration of title II of the act, reimbursed to general fund of the Treasury. Includes amounts for administration of the Wagner-Peyser Act.

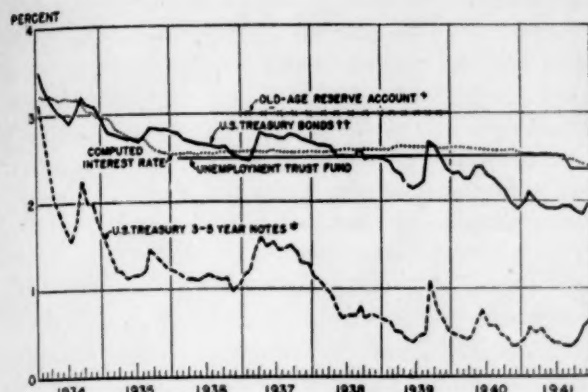
<sup>5</sup> Represents amounts expended by the Treasury in administration of title II of the Social Security Act and the Federal Insurance Contributions Act, reimbursed to general fund of the Treasury.

<sup>6</sup> Not available.

<sup>7</sup> Includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program. Excludes grants to States for employment service administration under the Wagner-Peyser Act, for which \$3,000,000 was appropriated in 1940-41 and \$3,100,000 in 1941-42.

Source: Various Federal appropriation acts (appropriations); Daily Statement of the U. S. Treasury (expenditures).

Chart 1.—Average yields on specified groups of United States obligations, the computed rate of interest on the public debt, and yields on obligations acquired by the social security trust funds, January 1934–December 1941



†From Jan. 1, 1940, the interest rate on special obligations held by the old-age and survivors insurance trust fund is the same as that for the unemployment trust fund certificates.

††All Treasury bonds except those due or callable within 12 years.

\*Refers to tax-exempt notes only.

Security Act during the current fiscal year amounted to \$319.8 million at the end of January

1942. This amount exceeded expenditures in the corresponding period of the previous fiscal year by \$39.2 million or 14 percent (table 3). The increase was shared by all items except administrative expenses and grants to States for services for crippled children. Grants for old-age assistance accounted for \$190.5 million, or 60 percent of the total Federal expenditures under the act during this period.

The general business indexes which are most indicative of the factors responsible for fluctuations in social security receipts and expenditures continued to be high in January. The Federal Reserve Board's adjusted index of industrial production showed a counter-seasonal gain of 3 points in reaching 170; the unadjusted index rose only 2 points. Production of chemicals, machinery, and armaments advanced. Production of some nondurable goods showed less-than-seasonal gains. The Bureau of Labor Statistics unadjusted index of pay rolls in manufacturing industries during October–December, the pay-roll period on which Federal insurance contributions and State unemployment contributions for the

Table 4.—Status of the old-age and survivors insurance trust fund, by specified period, 1936–42

(In thousands)

Period	Receipts <sup>1</sup>		Expenditures		Assets			
	Contributions appropriated to trust fund <sup>2</sup>	Interest received <sup>3</sup>	Benefit payments <sup>4</sup>	Reimbursement for administrative expenses	Net total of special Treasury notes acquired <sup>5</sup>	Cash with disbursing officer at end of period	Credit of fund account at end of period <sup>6</sup>	Total assets at end of period
Cumulative through January 1942.....	\$1,152,881	\$143,814	\$157,930	\$54,503	\$2,726,400	\$17,260	\$45,601	\$2,789,261
Fiscal year:								
1936-37.....		2,262	27		267,100	73	62	267,235
1937-38.....		15,412	5,404		395,200	1,931	113,012	777,243
1938-39.....		26,951	13,892		514,900	3,036	66	1,180,302
1939-40.....		42,489	15,805		560,900	6,098	500	1,744,698
1940-41.....	688,141	55,958	64,342	26,840	642,500	10,778	6,238	2,397,615
7 months ended:								
January 1940.....			6,616		258,000	6,417	282,069	1,723,686
January 1941.....	358,926	536	30,875	16,010	268,400	14,992	35,783	2,057,275
January 1942.....	464,740	742	58,461	15,375	345,800	17,260	45,601	2,789,261
1941								
January.....	33,923	164	5,422	2,095	-10,000	14,992	35,783	2,057,275
February.....	134,433	96	5,887	2,095	-5,000	14,101	108,221	2,183,822
March.....	2,588	241	6,718	2,126	159,800	12,262	4,246	2,177,808
April.....	39,228	239	6,751	2,203	-10,000	15,506	41,514	2,208,321
May.....	149,679	131	6,975	2,203	-5,000	13,527	189,126	2,348,953
June.....	3,286	54,715	7,135	2,203	234,300	10,778	6,238	2,397,615
July.....	44,815	9	7,465	2,201	-10,000	13,310	48,864	2,432,774
August.....	159,525	40	7,906	2,201	-10,000	15,400	206,231	2,582,231
September.....	3,366	81	8,060	2,201	195,400	12,332	7,084	2,575,417
October.....	45,674	88	8,289	2,210	-10,000	14,040	50,640	2,610,690
November.....	168,458	113	8,406	2,210	-10,000	15,631	217,005	2,768,637
December.....	4,323	241	9,070	2,210	200,400	16,530	8,992	2,761,921
1942								
January.....	38,579	169	9,266	2,142	-10,000	17,260	45,601	2,789,261

<sup>1</sup> Transfers to trust fund from appropriations totaled \$1,705 million as of June 30, 1940; for fiscal year 1936-37, \$265 million was transferred; for 1937-38, \$387 million; for 1938-39, \$503 million; and for 1939-40, \$550 million.

<sup>2</sup> Beginning July 1940, trust fund appropriations equal taxes collected under the Federal Insurance Contributions Act.

<sup>3</sup> Interest on investments held is credited annually in June; on investments redeemed, in month of redemption.

<sup>4</sup> Based on checks cashed and returned to the Treasury.

<sup>5</sup> Minus figures represent notes redeemed.

<sup>6</sup> Prior to July 1940, includes balance of appropriation available for transfer.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.



current quarter are based, rose from the September level of 162.6 to 170.2 in December. There was a further increase of 3 points in January.

General price advances continued. The Bureau of Labor Statistics comprehensive index of wholesale prices rose 1.7 percent during January in reaching its highest level since September 1929. The index of the cost of living, as computed by the same Bureau, rose to 111.9 in January as compared with 110.5 in December and 100.8 a year ago. Food costs were 18.8 percent higher than last January; they were nearly 25 percent above the pre-war level and were at the highest point since December 1930. The Emergency Price Control Act of 1942 became law on January 30, but retail prices of foods and textiles, which are not subject to direct control, have continued to advance since that time.

#### Old-Age and Survivors Insurance Trust Fund

A \$27.3 million increase in January brought total assets of the old-age and survivors insurance trust fund to \$2,789.3 million at the end of the month (table 4). Appropriations to the trust fund, which are equal to insurance contributions collected, amounted to \$38.6 million. Total appropriations for the first 7 months of 1941-42 equaled \$464.7 million, or \$105.8 million more

than in the corresponding 7 months of 1940-41. As in previous months, one-third of the quarterly reimbursements for administrative expenses was deducted from the total assets of the fund in January in advance of actual repayment to the Treasury. The January deduction amounted to \$2.1 million, indicating a total reimbursement during the first quarter of 1942 of approximately \$6.3 million, or \$200,000 less than reimbursements in the previous quarterly period.

During the month, 3-percent special Treasury notes amounting to \$10.0 million were redeemed. The entire proceeds from this redemption were made available to the account of the disbursing officer for payment of benefits and reimbursement to the Treasury for administrative expenses. Benefits paid during January continued to increase. They amounted to \$9.3 million, an increase of 2.2 percent over the December total and of 71 percent over that of January 1941.

#### Railroad Retirement Account

A transfer of \$31.5 million was made in January from the appropriation to the trust fund, and \$20,000 in interest was credited to the account (table 5). A total of \$21.0 million was invested in Treasury notes during the month, and the Treasury disbursed a net amount of \$10.5 million

Table 5.—Status of the railroad retirement account, by specified period, 1936-42

[In thousands]

Period	Receipts			Transfers from appropriation to trust fund	Benefit payments <sup>1</sup>	Assets at end of period			
	Amount appropriated	Interest received	Total			3-percent Treasury notes	To credit of appropriation <sup>2</sup>	To credit of disbursing officer	Total
Cumulative through January 1942.....	\$ 639,350	\$9,080	\$648,430	\$607,850	\$493,063	\$111,500	\$31,687	\$12,181	\$155,368
Fiscal year:									
Through June 1938.....	146,500	1,411	147,911	146,406	79,849	66,200	234	1,628	68,062
1938-39.....	118,250	2,202	120,452	107,094	105,774	67,200	13,206	2,334	82,740
1939-40.....	120,150	2,283	122,433	120,650	113,099	79,400	10,847	1,826	92,073
1940-41.....	\$ 113,600	2,534	116,134	124,350	121,174	74,000	2,503	10,530	87,033
1941-42 (through January).....	140,850	651	141,501	109,350	73,167	111,500	31,687	12,181	155,368
1941									
January.....				10,000	9,989	85,400	38,456	12,099	135,955
February.....				20,000	9,947	85,400	18,458	22,151	126,008
March.....				10,000	10,258	85,400	8,459	21,891	115,750
April.....				8,350	10,391	85,400	111	19,848	105,359
May.....		37	37	0	10,516	84,000	49	10,831	94,879
June.....		2,497	2,497	0	10,343	74,000	2,503	10,530	87,033
July.....	140,850		140,850	46,350	10,295	107,850	94,504	15,234	217,588
August.....		25	25	0	10,314	101,850	94,531	10,919	207,299
September.....		73	73	0	10,421	91,000	94,580	11,371	196,951
October.....		97	97	31,500	10,596	112,000	63,103	11,350	186,452
November.....		124	124	0	10,357	101,500	63,128	11,592	176,220
December.....		156	156	0	10,699	90,500	63,160	12,017	165,677
1942									
January.....		176	176	31,500	10,485	111,500	31,687	12,181	155,368

<sup>1</sup> Based on checks cashed and returned to the Treasury.

<sup>2</sup> Represents balances in appropriation and trust fund accounts, including net credit from adjustments such as cancellations and repayments.

<sup>3</sup> Appropriation reduced by transfer of \$9 million in October 1940 to prior-

service account for collection of service and compensation data of railroad workers prior to 1937.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

in benefits. Assets of the railroad retirement account at the end of January totaled \$155.4 million, of which \$111.5 million was invested in Treasury notes, \$12.2 million in cash was credited to the disbursing officer, and \$31.7 million was held in the appropriation account.

### Unemployment Trust Fund

Withdrawals from State accounts in the unemployment trust fund for benefit payments amounted to \$43.1 million, the largest monthly withdrawal since August 1940. The increased withdrawals reflect lay-offs in some industries because of priority shortages and plant conversion as well as seasonal lay-offs in textile, garment, and related industries, and unemployment due to completion of defense construction projects. Total withdrawals for benefit payments in the first 7 months of the current fiscal year, however, were about 31 percent less than the amount withdrawn

in the corresponding period of 1940-41. Railroad unemployment insurance benefits in January increased 53 percent over December payments.

Receipts of the unemployment trust fund during January included \$96,000 deposited by the Railroad Retirement Board and \$75.3 million deposited by the States. These deposits, together with \$18,000 for interest on redeemed certificates, accounted for the total receipts of \$75.4 million. Receipts for the current fiscal year amounted to \$680 million, an increase of \$137 million over the corresponding period in 1940-41.

Total assets of the fund reached a new high in January, when they increased 1.1 percent from December 1941. There was a net increase during the month of \$39 million in the certificates of indebtedness held by the fund; \$20 million of the 2.5-percent certificates were redeemed, and \$59 million new 2.375-percent certificates were acquired.

Table 6.—Status of the unemployment trust fund, by specified period, 1936-42<sup>1</sup>

[In thousands]

Period	Total assets at end of period	Net total of special Treasury certificates acquired <sup>2</sup>	Unexpended balance at end of period	Undistributed interest at end of period <sup>3</sup>	State accounts				Railroad unemployment insurance account				
					Deposits	Interest credited	Withdrawals <sup>4</sup>	Balance at end of period	Transfers from State accounts	Deposits	Interest credited	Benefit payments	Balance at end of period
Cumulative through January 1942.....	\$2,775,418	\$2,771,000	\$4,418	\$18	\$4,235,066	\$157,004	\$1,843,468	\$2,548,602	\$105,901	\$140,757	\$5,776	\$37,045	\$226,797
Fiscal year:													
1936-37.....	312,389	293,386	94	-----	291,703	2,737	1,000	312,389	-----	-----	-----	-----	-----
1937-38.....	884,247	559,705	12,247	-----	747,660	15,172	190,975	884,247	-----	-----	-----	-----	-----
1938-39.....	1,280,539	395,000	13,539	-----	811,251	26,837	441,795	1,280,539	-----	-----	-----	-----	-----
1939-40.....	1,724,862	443,000	14,862	-----	859,864	37,524	484,764	1,693,164	\$1,801	44,249	202	14,552	31,699
1940-41.....	2,283,658	563,000	10,658	-----	892,023	45,893	537,343	2,003,737	\$104,100	61,347	3,059	17,784	\$189,921
7 months ended:													
January 1940.....	1,545,997	270,000	8,997	5	483,447	17,339	243,690	1,537,637	7783	14,494	25	6,946	8,356
January 1941.....	1,995,108	264,300	20,808	12	490,479	21,642	370,248	1,835,036	\$98,906	30,171	1,018	9,233	160,061
January 1942.....	2,775,418	498,000	4,418	18	613,708	28,750	187,591	2,548,602	-----	35,161	2,515	4,709	\$226,797
1941													
January.....	1,995,108	29,000	20,808	12	68,204	-----	38,001	1,835,036	2,462	40	-----	3,085	\$160,061
February.....	2,100,651	113,000	13,351	12	145,649	-----	40,426	1,940,259	2,467	512	-----	2,659	160,381
March.....	2,092,339	-----	15,039	-----	13,141	54	34,042	1,919,412	0	15,064	5	2,522	172,928
April.....	2,126,553	40,000	9,253	106	66,517	-----	33,440	1,952,489	\$2,695	63	-----	1,728	173,958
May.....	2,263,477	137,000	9,177	106	166,135	-----	29,017	2,089,607	31	863	-----	1,088	173,764
June.....	2,283,658	18,700	10,658	-----	10,102	24,197	30,169	2,093,737	0	14,674	2,037	554	189,921
July.....	2,336,948	60,000	3,948	7	77,970	-----	28,276	2,143,431	0	45	-----	366	\$193,509
August.....	2,488,016	146,000	9,016	7	175,928	-----	24,889	2,294,470	0	516	-----	487	\$193,538
September.....	2,487,541	0	8,541	-----	7,446	55	23,670	2,278,301	0	16,293	5	596	209,240
October.....	2,541,283	59,000	3,283	33	73,654	-----	19,408	2,332,547	0	78	-----	615	208,703
November.....	2,712,734	168,000	6,734	33	191,377	-----	20,203	2,503,721	0	845	-----	567	208,960
December.....	2,744,358	26,000	12,358	-----	12,026	28,694	28,042	2,516,399	0	17,288	2,510	820	227,958
1942													
January.....	2,775,418	39,000	4,418	18	75,307	-----	43,104	2,548,602	0	96	-----	1,257	226,797

<sup>1</sup> Beginning July 1939, contains separate book account for railroad unemployment insurance account, in which are held moneys deposited by the Railroad Retirement Board and from which the Secretary of the Treasury makes benefit payments as certified by the Railroad Retirement Board. Trust fund maintains separate account for each State agency, in which are held all moneys deposited from State unemployment funds and from which State agencies withdraw amounts as required for benefit payments.

<sup>2</sup> Minus figures represent certificates redeemed.

<sup>3</sup> Interest on redeemed Treasury certificates, received by fund at time of redemption but credited to separate book accounts only in last month of each quarter.

<sup>4</sup> Includes transfers to railroad unemployment insurance account.

<sup>5</sup> Includes amounts certified to the State of Connecticut (see footnote 7).

<sup>6</sup> Includes transfers from railroad unemployment insurance administration fund in accordance with amendments of Oct. 10, 1940, to the Railroad Unemployment Insurance Act amounting to \$7.5 million in January 1941, \$3.9 million in July 1941, and \$667 in August.

<sup>7</sup> Certified by the Social Security Board to the Secretary of the Treasury in behalf of the State of Connecticut for payment into railroad unemployment insurance account in accordance with sec. 13 of the Railroad Unemployment Insurance Act.

Source: Compiled from data in the Daily Statement of the U. S. Treasury

# Recent Publications in the Field of Social Security

## WAR AND SOCIAL SERVICES

This classification, which includes items that would otherwise be grouped under the other headings, is inaugurated as an aid in locating publications dealing with the effect of the war on social services.

ABBOTT, EDITH, and HAAKE, ALFRED P. *Unemployment Relief in the Defense Crisis*. Radio broadcast. Cleveland: American Economic Foundation, 1941. 8 pp.

A radio debate, with questions from the audience, on the subject of greater or less participation by the Federal Government in unemployment relief.

ABOLIN, LOUIS C. N., and MARTUCCI, NICHOLAS L. A. "Jobs in Industry." *Employment Security Review*, Washington, Vol. 9, No. 1 (January 1942), pp. 9-11.

The function of job analysis as a tool of the United States Employment Service under wartime conditions.

AMERICAN NATIONAL RED CROSS. *Services to the Armed Forces*. Rev. December 1941. Washington, 1941. 30 pp.

An illustrated pamphlet describing the work of the Red Cross for service men and their families.

"American Red Cross and Public Welfare Agencies." Supplement, *Public Welfare News*, Chicago, January 1942. 2 pp. Processed.

"Policy statement governing the relationship of the American Red Cross and public welfare agencies, regarding services to the armed forces as developed by the Office of Defense Health and Welfare Services, American Public Welfare Association, American Red Cross."

AMIDON, BEULAH. "American Speed-Up." *Survey Graphic*, New York, Vol. 31, No. 2 (February 1942), pp. 53-56 ff.

The Nation's 1942 requirements for manpower, current programs of mobilization and training, and the question of industrial relations. Includes a description of the United States Employment Service and of the conditions which led to nationalization of employment service functions.

BANE, FRANK. "National Defense on the Home Front." *Welfare Bulletin* (Illinois Department of Public Welfare), Springfield, Vol. 32, No. 12 (December 1942), pp. 6 ff.

BIDDLE, ERIC H. *The Mobilization of the Home Front; The British Experience and Its Significance for the United States*. Chicago: Public Administration Service, 1942. 47 pp. (Publication No. 81.)

This report for the American Public Welfare Association notes the increased role of civilian agencies in modern warfare, describes the British mobilization of manpower, and by examples from four municipalities shows the "new strategy" developed in England for civilian defense.

The British organization is outlined, and there is an account of administrative principles for application to conditions in this country. A brief appendix summarizes the expansions recently made in the British social insurance benefits.

CALIFORNIA. STATE CHAMBER OF COMMERCE. *Labor Supply for National Defense in California; Report and Recommendations of the Sub-Committee on Defense Labor Supply, Statewide Social Security Committee*. Place not given, June 1941. 23 pp. Processed.

"Canada's Labor Resources and the War Effort; Summary of Measures Adopted Under Various Agencies." *Labor Gazette*, Ottawa, Vol. 42, No. 1 (January 1942), pp. 37-38.

CLOSE, KATHRYN. "Volunteers Are Welcome." *Survey Midmonthly*, New York, Vol. 78, No. 2 (February 1942), pp. 35-38.

A review of the wartime situation of social agencies with respect to the increased number of voluntary workers. Includes information on administrative policies at national, State, and local levels. In the same issue, *Welfare Wardens*, by Henry E. Kagan, describes volunteer social-work organization in Mount Vernon, New York.

COUNCIL FOR DEMOCRACY. *Defense on Main Street; A Guidebook for Local Activities for Defense and Democracy*. Prepared in cooperation with the National Federation of Business and Professional Women's Clubs. New York: The Council, 1941. 88 pp.

Contains a wide variety of suggestions for individuals and organizations wishing to promote community effort for better social and political conditions. Discusses employment, housing, recreation, and health; and includes guides to national organizations, films, radio programs, and reading material.

"The Crisis of Manpower." *Labor Management*, London, Vol. 24, No. 256 (January 1942), pp. 3-5.

An account of British labor-market and defense developments.

DAVIES, A. EMIL. "Cities to the Fore in Wartime England." *National Municipal Review*, New York, Vol. 31, No. 1 (January 1942), pp. 20-24.

The former chairman of the London County Council offers suggestions to United States cities based on London's experience with civilian defense.

DICKINSON, Z. CLARK. *Labor Policy and National Defense*. University of Michigan, Bureau of Industrial Relations, 1941. 62 pp. Processed. (Bulletin No. 12.)

A discussion of 1941 trends in wages and labor policy generally, with brief background material on the experience in the 1914-21 period and on current experience in European countries and Canada.



FULLER, HELEN. "Mobilizing Manpower." *New Republic*, New York, Vol. 106, No. 7 (Feb. 16, 1942), pp. 233-234.

Advocates setting up a single Federal agency, or "Department of Labor Supply," to meet the country's wartime labor requirements.

GEORGE, C. OSWALD. "British Public Finance in Peace and War." *Journal of the Royal Statistical Society*, London, Vol. 104 (1941), Pt. 3, pp. 235-265. Discussion, pp. 265-280.

Includes data on the social services.

HANSEN, ALVIN H. *After the War—Full Employment*. Washington: U. S. National Resources Planning Board, January 1942. 19 pp.

Analyzes some of the needs and probable characteristics of "a positive program of post-war economic expansion and full employment."

HAWKINS, EVERETT D. *Dismissal Compensation and the War Economy*. Washington: Committee on Social Security, Social Science Research Council, 1942. 81 pp. Processed. (Pamphlet Series, No. 7.)

An analysis of dismissal compensation here and abroad "principally in terms of its possible significance as one of the means of ameliorating the impacts of unemployment in the post-war period." Part I considers existing plans and notes various suggested modifications to aid unemployed workers after the war. Part II discusses "the relation of dismissal compensation and deferred pay or compulsory savings plans to the problem of controlling the extent of wartime inflation and post-war deflation."

"The Impact of War on Long-Term Unemployment in Great Britain." *International Labor Review*, Montreal, Vol. 45, No. 1 (January 1942), pp. 44-63.

"Is Priorities Unemployment Pressing?" *Social Security*, New York, Vol. 16, No. 2 (January 1942), pp. 1 ff.

Cites arguments against the adoption by Congress of legislation providing special "war displacement" benefits for persons unemployed as a result of conversion of plants to rearmament purposes. Includes a table showing percentage change in benefits for selected States, June-November 1941.

LEHMAN, MAXWELL, and YARMON, MORTON. *How to Get a Defense Job*. [New York] Home Institute, Inc., 1941. 39 pp.

Information on defense occupations, including regional industrial activity, public and private training, and occupations most in demand. A list of all public employment offices is given.

LUNDBERG, EMMA O. "A Community Program of Day Care for Children of Mothers Employed in Defense Areas." *The Child*, Washington, Vol. 6, No. 7 (January 1942), pp. 152-161.

MOUNTIN, JOSEPH W. "Adaptation of Public Health Programs to Defense Needs." *American Journal of Public Health*, New York, Vol. 32, No. 1 (January 1942), pp. 1-8.

MURPHY, MARY E. "The War and British Workers." *Harvard Business Review*, New York, Vol. 20, No. 1 (Autumn 1941), pp. 92-106.

A review of British labor developments, including labor mobilization, shifting and dilution of labor, training, disputes, wages, hours, and unemployment.

"New National Service; Vital Defense Labor Employment No Longer Hampered by State Lines." *The Technocrat*, Los Angeles, Vol. 10, No. 2 (February 1942), pp. 7-8.

"Public Health Nurse in a Defense Area." *Public Health Nursing*, New York, Vol. 34, No. 2 (February 1942), pp. 71-76.

The work of public health nurses recently added to special defense areas through a special congressional appropriation for the U. S. Public Health Service.

SCHILLER, A. ARTHUR. *Military Law and Defense Legislation*. St. Paul, Minn.: West Publishing Co., 1941. xxxiv, 647 pp.

"The collection of materials in this volume is intended to serve as an introduction to military law and to those aspects of defense legislation that affect the rights, duties and privileges of the individual." Legislation and cases are divided into four main sections: the constitutional extent of military power, the Army, military law proper, and the civil rights of the soldier.

"The Social Objective in Wartime and World Reconstruction; The New York Conference of the International Labor Organization." *International Labor Review*, Montreal, Vol. 45, No. 1 (January 1942), pp. 1-24.

A report of the recent I. L. O. Conference.

TAFT, CHARLES P. "Home Towns Organize for Defense." *National Municipal Review*, New York, Vol. 31, No. 1 (January 1942), pp. 18-19 ff.

WEINTRAUB, SIDNEY. "Compulsory Savings in Great Britain." *Harvard Business Review*, New York, Vol. 20, No. 1 (Autumn 1941), pp. 53-64.

## GENERAL

AMERICAN FEDERATION OF LABOR. *Report of Proceedings of the Sixty-First Annual Convention . . . Seattle, Washington, October 6 to 16, Inclusive, 1941*. Washington: The Federation, 1941. xxxviii, 746 pp.

Includes a report on social security by the executive committee of the Federation, an address on social security by Arthur J. Altmeyer, and a table showing the benefit services of standard national and international unions for 1940.

GREGORY, CECIL L. "The Administrative Staff of the State Social Security Commission of Missouri." *Index of Public Assistance in Missouri*, Jefferson City, Vol. 4, No. 3 (July-September 1941), pp. 101-111.

A review of the characteristics and qualifications of the personnel of the Missouri Social Security Commission

and of elements of personnel management in the agency. Includes tables and charts.

HAENSEL, PAUL. "A Survey of Soviet Labor Legislation: 1917-1941." *Illinois Law Review*, Chicago, Vol. 36, No. 5 (January 1942), pp. 529-544.

A general account which includes information on the social services in the U. S. S. R.

LAHEY, MICHAEL J. "The Challenge of the Aged." *Public Welfare in Indiana*, Indianapolis, Vol. 52, No. 1 (January 1942), pp. 3-4.

Other articles on the aged in the same issue are: Our Aging Population, by Thomas G. Hutton; Medical Problems of the Aged, by James B. Maple; Social and Economic Adjustments of the Aged, by Robert Miller Dinkel; and Old-Age and Survivors Insurance, by Albert A. Kuhle.

MILL, JOHN STUART. *On Social Freedom*. Reprinted from the *Oxford and Cambridge Review*, June 1907, with an introduction by Dorothy Fosdick. New York: Columbia University Press, 1942. 69 pp.

This book, subtitled, "The Necessary Limits of Individual Freedom Arising out of the Conditions of our Social Life," makes generally available one of Mill's later essays which has heretofore been almost completely neglected.

ROBBINS, RAINARD B. *Developments in Social Security and Pension Plans*. Address before Annual Meeting of the Eastern Association of College and University Business Officers, White Sulphur Springs, West Virginia, Dec. 9, 1941. Place not given, 1941. 10 pp.

A discussion of the possible extension of social security legislation to cover college employment, with comment on unemployment compensation and old-age and survivors insurance.

"A Social Insurance Act in Costa Rica." *International Labor Review*, Montreal, Vol. 45, No. 1 (January 1942), p. 95.

"Social Insurance in Russia." *The Economist*, London, Vol. 141, No. 5131 (Dec. 27, 1941), p. 779.

"Summary of Significant Legislation Passed by the General Assembly of 1941." *John Marshall Law Quarterly*, Chicago, Vol. 7, No. 2 (December 1941), pp. 189-231.

Includes an explanation by Robert F. Hernon of changes in the Illinois Unemployment Compensation Act, and briefer material on new legislation concerning old-age assistance and relief in the State.

WEISS, LEWIS LAURENCE. "Has Social Security Learned From Workmen's Compensation?" *Social Security*, New York, Vol. 16, No. 2 (February 1942), pp. 3-4.

The author finds that administrative provisions under the Social Security Act are superior to early developments under workmen's compensation, but declares that the benefit structure in unemployment compensation and the lack of medical-care provisions show failure to profit from workmen's compensation experience.

[WILLIAMSON, W. R.] "Williamson on Future of Social

Security." *Eastern Underwriter*, New York, Vol. 43, No. 4 (Jan. 23, 1942), pp. 3 ff.

An effort to indicate the broad outlines of "social budgeting" as it may appear in this country 10 years from now.

WILSON, DUNCAN. "Factory Inspection: A Thirty-Five Years Retrospect." *Journal of the Royal Statistical Society*, London, Vol. 104 (1941), Pt. 3, pp. 209-224. Discussion, pp. 224-234.

## OLD-AGE AND SURVIVORS INSURANCE

"Community Property—Interest of the Wife Upon Dissolution of the Community by Divorce in the Old Age Benefits Being Received by the Husband Under the Social Security Act." *Southern California Law Review*, Los Angeles, Vol. 15, No. 2 (January 1942), pp. 226-232. (Comments.)

KABACK, GOLDIE R. "How to Get a Number; A Lesson Plan on Social Security." *Occupations*, New York, Vol. 20, No. 5 (February 1942), pp. 348-351.

PARK EMPLOYEES' ANNUITY AND BENEFIT FUND, CHICAGO. *Twenty-Second Annual Report of the Retirement Board*, June 30, 1941. Chicago, 1941. 67 pp. Processed.

## EMPLOYMENT SECURITY

"Activities of Unemployment Insurance Commission." *Labor Gazette*, Ottawa, Vol. 42, No. 1 (January 1942), pp. 69-77.

Includes the text of Canadian Order in Council dated January 7, extending unemployment insurance benefits to persons whose earnings, because of war conditions, are in excess of \$2,000 annually. Also includes statistical data and other information on Canadian unemployment insurance operations.

BECKHARDT, REGINA. "Effects of Common-Ownership Provisions." *Employment Security Review*, Washington, Vol. 9, No. 1 (January 1942), pp. 14-15.

Discusses the function, legislative status, and legal position of the provision found in many State unemployment compensation laws providing for the coverage of workers in small employing units which are owned or controlled by the same interests owning or controlling other employing units.

CARSON, DANIEL. "Accessions to and Separations From the Labor Force: Concepts for Analyzing Certain Types of Labor Problems." *Journal of Political Economy*, Chicago, Vol. 49, No. 6 (December 1941), pp. 882-894.

Presents estimates of the numbers, age, and sex of persons entering and leaving the Nation's labor market and discusses the factors affecting census and social security data.

"Employment Service Federalized Under Protest." *Social Security*, New York, Vol. 16, No. 2 (February 1942), p. 5.

Opinions of State officials on the change effected last December in the status of the public employment offices.

"Federalizing the Employment Service." *Indiana Employment Security Commentator*, Indianapolis, Vol. 2, No. 7 (January 1942), pp. 4-5. Processed.

HENSLEY, ROBERT B., and HATTON, ROBERT E. "Experience Rating Sound and Practical." *Monthly Bulletin* (Kentucky Department of Industrial Relations), Frankfort, Vol. 3, Nos. 11 and 12 (November-December 1941), pp. 3-6. Processed.

INDUSTRIAL SURVEY ASSOCIATES. *Earning a Living in the World of Tomorrow; A Study of Present Trends and the Long Range Outlook*. Los Angeles: Industrial Survey Associates, May 15, 1941. 79 pp. Processed.

Estimates of employment opportunities in 7 major occupational groups comprising 81 job fields.

KENTUCKY. UNEMPLOYMENT COMPENSATION COMMISSION. *A Study of Intermittent Industry in Kentucky*. Submitted by the Committee to Study Intermittent Industry. Frankfort, Nov. 1, 1941. 40 pp.

The committee was appointed under the 1940 Kentucky Unemployment Compensation Law to study industries where employment fluctuated irregularly without evidence of static or seasonal influences. A basic purpose was to explore possibilities for reducing benefits and taxes in this field. The published report describes the methods of analysis adopted, presents findings and a list of Kentucky industries by regularity of employment, and recommends that experience rating be eliminated from the State law.

LONG, C. DARL. *School-Leaving Youth and Employment; Some Factors Associated With the Duration of Early Employment of Youth Whose Formal Education Ended at High School Graduation or Earlier*. New York: Teachers College, Columbia University, 1941. 84 pp. (Contributions to Education, No. 845.)

A study of the relation between duration of employment and certain personal and family characteristics of 469 boys and 429 girls selected at random from those graduating or withdrawing from 6 senior high schools. Implications are drawn for secondary school programs. The work includes extensive information on similar studies and contains a bibliography.

SHARTLE, C. L. "Occupational Testing in the U. S. Employment Service." *Occupations*, New York, Vol. 20, No. 5 (February 1942), pp. 392-393.

"Unemployment Compensation." *Wisconsin Taxpayer*, Madison, Vol. 10, No. 2 (Jan. 15, 1942), pp. 1 ff.

Describes the Wisconsin law and discusses the national operation of the employment security services. There is also a section of questions and answers on social security pay-roll taxes.

## PUBLIC WELFARE AND RELIEF

CANADIAN WELFARE COUNCIL. *Requisites in the Organization of Child Protection Services*. Ottawa: The Coun-

cil, December 1941. 28 pp. (Publication No. 118.) Supplements: *Your Children's Aid Society*, 9 pp., processed (Supplement 118A); *Suggestions for Constitution and By-Laws*, 10 pp., processed (Supplement 118B).

Outlines the nature of legislation dealing with child protection in Canada and gives suggestions for forming children's aid societies.

CHORNYAK, JOHN. "Some Mental Problems in an A. D. C. Program." *Welfare Bulletin* (Illinois Department of Public Welfare), Springfield, Vol. 32, No. 12 (December 1941), pp. 7 ff.

DUNHAM, ARTHUR. *Standards for Public Relief—A Suggested Statement*. Detroit: University of Michigan, Curriculum in Social Work, August 1941. 16 pp. Processed.

A "suggested brief statement of basic standards for the State and local organization and administration of public relief," including types, organization, administration, personnel, fiscal administration, and other matters. The statement is "one section of a report of a study of Public Relief in Three Michigan Counties," made at the request of the Brookings Institution.

ELMORE, EDITH B. "Field Administration in Public Welfare." *Tennessee Planner*, Nashville, Vol. 2, No. 5 (September-October 1941), pp. 257-268. Processed. Includes administrative charts.

HOSCH, LOUIS E. "The Hard Pressed Merit System." *Survey Midmonthly*, New York, Vol. 78, No. 2 (February 1942), pp. 39-42.

Reviews the problem of selecting and retaining public welfare employees under emergency conditions.

JAMES, ARTHUR W., and others. *The State Becomes a Social Worker; An Administrative Interpretation*. Richmond: Garrett and Massie, Inc., 1942. 368 pp.

Speeches, reports, periodical articles, and similar sources have been drawn upon to provide a historical record of public welfare in Virginia and "a source book for professional and general educational purposes." The two main sections deal with public welfare organization—at both State and local levels—and with public welfare programs, including institutional care, emergency relief, and social security.

KASIUS, PETER. "Federal Aspects and Other State Experience in the Administration of Aid to Dependent Children." *Welfare Bulletin* (Illinois Department of Public Welfare), Springfield, Vol. 32, No. 12 (December 1941), pp. 5 ff.

MINNEAPOLIS. DEPARTMENT OF PUBLIC WELFARE. DIVISION OF PUBLIC RELIEF. *Factors Contributing to the Continuance of Cases Served by the Men's Relief Section, June 1, 1941*. Minneapolis, 1941. 5 pp. Processed.

"People, Not Paupers." *Alabama Social Welfare*, Montgomery, Vol. 7, No. 1 (January 1942), pp. 4-5.

A progress report on almshouses in Alabama.



"The Relief Situation." *Public Welfare Bulletin*, Bismarck, N. D., Vol. 6, No. 11 (November 1941), pp. 1-9. Processed.

An analysis of relief conditions in North Dakota and a survey of future prospects in the field of assistance.

"Review of Public Assistance in 1941." *Monthly Caseload Report* (Philadelphia Department of Public Assistance), December 1941, pp. 12-25. Processed.

ROGERS, MARY L. "Just Traipsin' Around." *Survey Midmonthly*, New York, Vol. 78, No. 2 (February 1942), pp. 45-46.

Aspects of rural social case work in Georgia.

STONE, B. DOUGLAS. "Four years of Public Assistance in Tennessee." *Tennessee Planner*, Nashville, Vol. 2, No. 5 (September-October 1941), pp. 231-240. Processed.

STOVES, MILDRED. "Planning for Old Age Assistance in Tennessee." *Tennessee Planner*, Nashville, Vol. 2, No. 5 (September-October 1941), pp. 269-276. Processed.

THOMPSON, ELIZABETH A., and McDANIEL, CATHERINE. "Planning for Child Welfare in Tennessee." *Tennessee Planner*, Nashville, Vol. 2, No. 5 (September-October 1941), pp. 241-255. Processed.

## HEALTH AND MEDICAL CARE

ALLENDE, SALVADOR. "Social Medicine in Chile." *International Labor Review*, Montreal, Vol. 45, No. 1 (January 1942), pp. 24-43.

Describes Chile and its social policy, outlines the work of the Ministry of Health, Social Insurance and Assistance, of which the author is head, and considers the desirability and proposed uses of a United States loan to Chile for the execution of a health protection program.

"All-inclusive Coverage of Occupational Diseases Under the New York Workmen's Compensation Law." *International Labor Review*, Montreal, Vol. 45, No. 2 (February 1942), pp. 157-165.

"Annual Congress on Industrial Health; Fourth Annual Meeting, Held in Chicago, Jan. 12-14, 1942." *Journal of the American Medical Association*, Chicago, Vol. 118, No. 8 (Feb. 21, 1942), pp. 641-653.

Includes material on various types of medical programs, dental programs, workmen's compensation, medical and training activities in industry, and related topics.

ATKINSON, MILES. *Behind the Mask of Medicine*. New York: Scribner's 1941. 348 pp.

A review, by a physician, of the progress and present status of medicine, including a chapter on socialized medicine.

CHAMBERS, R. C. "Some Aspects of Workmen's Compensation." *Modern Law Review*, London, Vol. 5, No. 2 (November 1941), pp. 113-117.

Reviews briefly some limitations of the British workmen's compensation system.

EMERSON, HAVEN, Editor. *Administrative Medicine*. New York and Edinburgh: Thomas Nelson & Sons, 1941. 839 pp. Loose-leaf.

This collection of 53 papers serves primarily to describe for physicians the functions and organization of the "many public facilities for organized care of the sick and for public health." Part I, Organized Care of the Sick, is concerned with hospitals, both general and specialized. It has chapters on Medical Social Service, by Ida M. Cannon; Sickness Surveys, by Selwyn D. Collins; and Voluntary Hospital Care Insurance, by Frank Van Dyk and C. Rufus Rorem. Part II, Public Health Services, contains 36 papers, including material on international health organizations and standards, local health organization, and non-official and voluntary services. Part III, Inclusive Medical Care for Prevention and Treatment, includes 4 papers, among them Medical Services Under Government Auspices in the United States and Canada, by I. S. Falk, and Economic and Social Aspects of Administrative Medicine, by P. A. Dodd. Most of the articles are supplemented by bibliographies.

GAFAFER, WILLIAM; SITGREAVES, ROSE DITH; and FRASIER, ELIZABETH S. "Studies on the Duration of Disabling Sickness. III—Duration of Disability From Sickness and Nonindustrial Injuries Among the Male Employees of an Oil Refining Company With Particular Reference to the Older Worker, 1933-39, Inclusive." *Public Health Reports*, Washington, Vol. 57, No. 4 (Jan. 23, 1942), pp. 112-125.

GARRIDO MORALES, E. "Developing a Comprehensive Health Service in Puerto Rico." *American Journal of Public Health*, New York, Vol. 32, No. 1 (January 1942), pp. 59-62.

HILL, CHARLES. "Britain Plans a National Hospital Service." *Hospitals*, Chicago, Vol. 16, No. 2 (February 1942), pp. 93-94.

HISCOCK, IRA V. "How Important Is the Dental Health Program?—Nationally? Locally?" *American Journal of Public Health*, New York, Vol. 32, No. 2 (February 1942), pp. 159-165.

"Hospital Benefit Payments Under the Social Security Law." *Hospitals*, Chicago, Vol. 16, No. 2 (February 1942), pp. 67-68.

An editorial dealing with the proposed payment of hospital benefits to those covered by the social security system.

KRATZ, F. W. "The Present Status of Full-Time Local Health Organization." *Public Health Reports*, Washington, Vol. 57, No. 6 (Feb. 6, 1942), pp. 194-196.

Includes a map showing, by county, services performed by public health officers.

MOUNTIN, JOSEPH W., and FLOOK, EVELYN. "Distribution of Health Services in the Structure of State Government: Chapter III, Tuberculosis Control by State

Agencies." *Public Health Reports*, Washington, Vol. 57, No. 3 (Jan. 16, 1942), pp. 65-90.

NEW YORK CITY. DEPARTMENT OF HEALTH. *An Account of Twelve Months of Health Defense; Containing the Activities of the Health Department of the City of New York for 1940 With Comparative Vital Statistics Tables and a Review of Developments Since 1934*. New York, 1941. 283 pp.

## Statistical Bulletins of State Public Welfare Agencies

The following statistical bulletins issued by State public welfare agencies are received currently, or have been received for part of 1941, by the Social Security Board, Bureau of Public Assistance. The information given for each bulletin is based on a review of the latest available issue. Most of these publications are reproduced by some process other than printing. If a bulletin is printed, the fact is noted; otherwise a type of processing is to be understood. The place of publication is given only if this information appears on the bulletin. Wherever the phrase "the three special types of public assistance" is used, it refers to old-age assistance, aid to dependent children, and aid to the blind.

The previous list of statistical bulletins was carried in the January 1941 issue of the Bulletin.

ALABAMA. STATE DEPARTMENT OF PUBLIC WELFARE. *Statistics*. Montgomery. Monthly.

Data on the three special types of public assistance, assistance to the handicapped, temporary aid, surplus commodities, services to children, juvenile-court cases, and almshouse care. A summary contains data on public assistance, surplus commodities, the WPA, CCC, NYA, and FSA, and unemployment benefits.

ARIZONA. STATE DEPARTMENT OF SOCIAL SECURITY AND WELFARE. *Statistical Report*. Monthly.

Statistical information on the three special types of public assistance, general relief, and special programs—foster home, institutional, and transient care. Also data on services and on the food stamp plan.

CALIFORNIA. STATE DEPARTMENT OF SOCIAL WELFARE. *Preliminary Statistical Release*. Monthly. Prepared by the Division of Research and Statistics. (Through September 1941 *Preliminary Public Assistance Release*.)

Data on the three special types of public assistance, aid to partially self-supporting blind, county indigent aid, surplus-commodities distribution, and the food and cotton stamp plans.

*Public Assistance in California*. Sacramento. Quarterly. Prepared by the Division of Research and Statistics.

Data on the three special types of public assistance, aid to partially self-supporting blind, county indigent aid, and unemployment relief administered by the State Relief Administration (through June 1941); also summary information for Federal work programs and the FSA, and periodic interpretive articles on social data.

PHIFER, CHARLES H. "The Medical Care of Public Assistance Recipients." *Illinois Medical Journal*, Chicago, Vol. 81, No. 2 (February 1942), pp. 109-111.

Public medical aid in Illinois, and recommendations for a program of care.

WADE, MATILDA ANN. "Community Nursing—FSA Style." *Public Health Nursing*, New York, Vol. 34, No. 2 (February 1942), pp. 82-88.

CALIFORNIA. STATE RELIEF ADMINISTRATION. *Monthly Statistical Summary*. Los Angeles. Prepared by the Bureau of Statistics. (Discontinued with May 1941 issue.)

A statistical review of the unemployment relief, self-help, and camp programs of the SRA, surplus-commodities distribution, and the food and cotton stamp plans; also summary of the special types of assistance, WPA employment, and FSA subsistence grants.

COLORADO. STATE DEPARTMENT OF PUBLIC WELFARE. *Colorado State Department of Public Welfare*. Denver. Quarterly. Printed.

Statistical data on the three special types of public assistance, general relief, surplus commodities, assistance to tuberculosis cases, CCC selection, and child welfare services. Also includes special articles in welfare and related fields.

CONNECTICUT. OFFICE OF THE COMMISSIONER OF WELFARE. *Public Welfare Statistics*. Hartford. Quarterly. Prepared by the Statistical Division.

Data on general relief, old-age assistance, widows' aid, aid to the blind, surplus commodities, the food stamp plan, the WPA, NYA, and CCC, child welfare, and index of business activities. A summary also includes information on institutional care and State and county wards.

CONNECTICUT. OFFICE OF THE COMMISSIONER OF WELFARE. DIVISION OF PUBLIC ASSISTANCE. *Blind Assistance Statistics for Month of . . . Old Age Assistance Statistics for Month of . . . Aid to Dependent Children Statistics for Month of . . .* Hartford.

Summary statistical reports on these programs.

DISTRICT OF COLUMBIA. BOARD OF PUBLIC WELFARE. PUBLIC ASSISTANCE DIVISION. *Public Assistance Statistics*. Washington. Monthly. (Temporarily discontinued. Last issue was for July 1941.)

A statistical review of the three special types of public assistance, general relief, surplus-commodities distribution, relief and services to nonresidents, and homes for children and the aged.

FLORIDA. STATE WELFARE BOARD. *Public Assistance Statistics*. Jacksonville. Monthly. Prepared by the Department of Research and Statistics.

Data on the three special types of public assistance surplus commodities, certifications to the WPA, NYA

and CCC, and services to individuals and other agencies, and State data on administrative costs. Also contains notes on public welfare and special articles.

GEORGIA. DEPARTMENT OF PUBLIC WELFARE. *Public Welfare Statistics*. Atlanta. Quarterly. Prepared by the Division of Research and Statistics.

Data on the three special types of public assistance, general relief, surplus commodities, the CCC, child welfare services, crippled children's services, and institutional care of children. Also contains information on services to other agencies, including certification to the WPA, NYA, and CCC.

IDAHO. DEPARTMENT OF PUBLIC ASSISTANCE. *Public Assistance Statistics*. Monthly. (Formerly Department of Public Welfare, Division of Public Assistance.)

A statistical review of the three special types of public assistance, general relief, surplus-commodities distribution, school lunch program, child welfare services, and the CCC.

ILLINOIS. PUBLIC AID COMMISSION. *Monthly Bulletin on Relief Statistics*. Chicago. Prepared by the Division of Allocation and Certification. (The former Illinois Emergency Relief Commission became the Illinois Public Aid Commission, July 1941.)

Statistics on general relief, surplus commodities, and the food stamp plan. Also contains summary data on old-age assistance, aid to dependent children, mothers' pensions, blind pensions, the WPA, and economic trends.

INDIANA. DEPARTMENT OF PUBLIC WELFARE. *Old-Age Assistance. Aid to Dependent Children. Blind Assistance. Child Welfare Services. Crippled Children. Township Relief. Work Projects Administration*. Monthly.

Tabular data on these programs.

*Quarterly Statistical Survey*. Indianapolis. Prepared by the Division of General Administration.

Data on the three special types of public assistance, general relief, surplus commodities, child welfare services, crippled children's services, State institutions, county infirmaries, the WPA and CCC, unemployment compensation, and economic trends. Also includes special articles.

IOWA. DEPARTMENT OF SOCIAL WELFARE. *Public Welfare in Iowa*. Des Moines. Monthly. Prepared by the Division of Research and Statistics.

Statistical tables on old-age assistance, aid to the blind, general relief, widows' pensions, soldiers' relief, surplus commodities, and child welfare services.

LOUISIANA. DEPARTMENT OF PUBLIC WELFARE. *Louisiana Public Welfare Statistics*. Baton Rouge. Monthly. Prepared by Research and Statistics.

Contains statistical data on the three special types of public assistance, general relief ("others assistance"), foster care, child welfare services, commodity distribution (direct and centralized stamp plan), and various certification and referral services.

MAINE. DEPARTMENT OF HEALTH AND WELFARE. *General Relief in the State of Maine*. Augusta. Monthly. A summary statistical report on general relief.

MARYLAND. STATE DEPARTMENT OF PUBLIC WELFARE. *Monthly Statistical Report*. Baltimore.

Data on the three special types of public assistance, general relief, surplus-commodities distribution, and the food stamp plan.

MASSACHUSETTS. DEPARTMENT OF PUBLIC WELFARE. *Aid and Relief Statistics*. Boston. Quarterly. Prepared by the Bureau of Research and Statistics.

Includes statistical data on general relief, the special types of public assistance, soldiers' relief, surplus commodities, the WPA, NYA, and CCC, employment service, unemployment compensation, and economic indexes.

MICHIGAN. SOCIAL WELFARE COMMISSION. STATE DEPARTMENT OF SOCIAL WELFARE. *Monthly Summary of Public Relief Statistics*. Prepared by the Division of Research and Statistics.

Statistical information concerning the three special types of public assistance, general relief, shelter care, surplus-commodities distribution, and WPA employment.

MINNESOTA. DEPARTMENT OF SOCIAL SECURITY. DIVISION OF SOCIAL WELFARE. *Social Welfare Review*. St. Paul. Monthly.

Contains monthly data on the three special types of public assistance, general relief, disabled war veterans' relief, surplus commodities, and food stamps. Contains occasional data on child welfare services, and the school lunch and associated programs. Also "Notes and Comments" and "Reports Say" sections.

MISSISSIPPI. STATE DEPARTMENT OF PUBLIC WELFARE. *Public Welfare in Mississippi*. Jackson. Quarterly. Edited by the Division of Research and Statistics.

Data on old-age assistance, aid to the blind, general relief, surplus-commodities distribution, food stamp plan, child welfare services, services to the blind, CCC selection, referrals to other agencies, and selective service investigations. A summary contains data on public assistance, surplus commodities, the WPA, NYA, FSA, and CCC, and unemployment benefits. Also includes notes, comments, and feature material.

MISSOURI. STATE SOCIAL SECURITY COMMISSION. *Index of Public Assistance in Missouri*. Jefferson City. Quarterly. Printed. Prepared by the Division of Research and Statistics.

Statistical data for an integrated series including all programs and separate data on general relief, the three special types of public assistance, surplus commodities, child welfare services, and the WPA, NYA, CCC, and FSA, and blind pension program. The results of research studies and other articles are also included.

MONTANA. STATE DEPARTMENT OF PUBLIC WELFARE. *Public Welfare Statistics*. Monthly. Prepared by the Division of Statistics and Research.

Data on the three special types of public assistance,



general relief, transient relief, surplus-commodities distribution, the CCC, child welfare services, and crippled children's services.

NEBRASKA. BOARD OF CONTROL. DEPARTMENT OF ASSISTANCE AND CHILD WELFARE. *Public Welfare in Nebraska*. Lincoln. Monthly. Prepared by the Division of Research and Statistics.

Contains data regarding the three special types of public assistance, general relief, surplus commodities and food stamps, the CCC, WPA, and FSA, child welfare services, crippled children's services, mothers' pensions, soldiers' and sailors' relief, and institutions under the supervision of the Board of Control. Also contains notes, comments, and trends.

NEVADA. STATE WELFARE DEPARTMENT. *Report on Public Assistance in Nevada*. Monthly. Prepared by the Department of Research and Statistics.

Data on the three special types of public assistance and general relief.

NEW HAMPSHIRE. DEPARTMENT OF PUBLIC WELFARE. *Quarterly Bulletin of Relief, Public Assistance, and Service Statistics*. Prepared by the Division of Research and Statistics.

Includes information on the three special types of public assistance, general relief, surplus commodities, child welfare services, foster-home care, aid to tuberculosis cases, sight conservation and services to the blind, and services to veterans.

NEW JERSEY. DEPARTMENT OF INSTITUTIONS AND AGENCIES. DIVISION OF OLD-AGE ASSISTANCE. *Old-Age Statistics for [Month]*. Trenton.

A summary report on old-age assistance.

NEW JERSEY. MUNICIPAL AID ADMINISTRATION. *Monthly Relief Report*. Trenton. Prepared by the Bureau of Statistics.

Summary statistics on general relief, surplus-commodities distribution, WPA employment, and unemployment compensation, and short articles of general interest.

*Quarterly Relief Report*.

Statistics on general relief, surplus-commodities distribution, WPA employment, and unemployment compensation.

NEW JERSEY. STATE BOARD OF CHILDREN'S GUARDIANS. HOME LIFE DEPARTMENT AND DEPENDENT CHILDREN'S DEPARTMENT. *Monthly Statistical Report*. Trenton.

Statistical data on aid to dependent children and foster home care.

NEW YORK. STATE DEPARTMENT OF SOCIAL WELFARE. *Preliminary Report of Public Assistance for [Month]*. Albany. Prepared by the Bureau of Research and Statistics.

A summary report on the three special types of public assistance and general relief.

*Public Assistance in New York State*. (Formerly *Report on Public Assistance*.) Albany. Monthly. Prepared by the Bureau of Research and Statistics.

Statistical data on the three special types of public assistance, general relief, the WPA, factory employment and pay rolls, and cost of living.

*Urban-Rural Analysis of Home Relief in New York*. Monthly. Prepared by the Bureau of Research and Statistics. (Incorporated in *Public Assistance in New York State* since September 1941.)

A summary report on general relief.

*Social Statistics*. Albany. Quarterly. Printed. Prepared by the Bureau of Research and Statistics.

Statistical data on the three special types of public assistance, general relief, surplus-commodities distribution, and the stamp plan, the WPA, NYA, CCC, foster care of children, State training schools, private homes for the aged, and public homes. Also includes a summary of business conditions.

NORTH CAROLINA. STATE BOARD OF CHARITIES AND PUBLIC WELFARE. DIVISION OF PUBLIC ASSISTANCE. *Public Assistance Statistics*. Raleigh. Monthly. Prepared by the Statistical Service.

Data on the three special types of public assistance, general relief, other financial assistance, and surplus-commodities distribution.

NORTH DAKOTA. PUBLIC WELFARE BOARD. *Public Welfare Bulletin*. Bismarck. Monthly.

Information concerning the three special types of public assistance, general assistance, commodities distribution and stamp plan, the WPA, CCC, NYA, and FSA, child welfare services, and services for crippled children. Also contains special articles.

OHIO. DEPARTMENT OF PUBLIC WELFARE. DIVISION OF SOCIAL ADMINISTRATION. *Number of Cases Receiving and Obligations Incurred for General Relief*. . . . Monthly.

A tabular summary of general relief.

OHIO. DEPARTMENT OF PUBLIC WELFARE. *Public Assistance Statistics*. Columbus. Monthly.

A statistical summary of the special types of public assistance, general relief, FSA grants, Federal work programs, and services to children.

OKLAHOMA. STATE DEPARTMENT OF PUBLIC WELFARE. *Oklahoma Public Welfare Review*. Oklahoma City. Monthly.

Includes information concerning the three special types of public assistance, child welfare services, crippled children's services, and the CCC. Also contains special notes and articles.

OREGON. STATE PUBLIC WELFARE COMMISSION. *Public Welfare in Oregon*. Portland. Monthly.

Statistical data on the three special types of public assistance, general assistance, and aid administered by county courts; also the CCC, and foster-home certification.

PENNSYLVANIA. DEPARTMENT OF PUBLIC ASSISTANCE. *Pennsylvania Public Assistance Statistics*. Harrisburg. Monthly. Prepared by the Bureau of Research and Statistics.

Presents and analyzes data on general relief, the three special types of public assistance, surplus commodities, and the WPA, CCC, and NYA. Also contains special articles.

*Statistical Report on General Assistance.* Harrisburg. Weekly.

Presents and analyzes data on general assistance applications, reasons for general assistance case-load changes, and expenditures for general assistance grants.

*Statistical Report on Public Assistance and Work Relief.* Harrisburg. Monthly. Prepared by the Bureau of Research and Statistics. (Discontinued with April 1941 issue.)

A summary report on general relief, the three special types of public assistance, and the WPA.

RHODE ISLAND. DEPARTMENT OF SOCIAL WELFARE. *Rhode Island Welfare.* Monthly. Prepared by the Division of Research and Statistics.

Data on the three special types of public assistance, unemployment relief, and soldiers' relief.

SOUTH CAROLINA. STATE DEPARTMENT OF PUBLIC WELFARE. *South Carolina Public Welfare Statistics.* Columbia. Monthly. Prepared by the Division of Research and Statistics.

Data on the three special types of public assistance, general relief, and on various services, including child welfare services, services to the blind, referrals to the WPA, certifications for surplus commodities and to the CCC, and investigations for free hospitalization and for selective service boards.

SOUTH DAKOTA. DEPARTMENT OF SOCIAL SECURITY. *Public Welfare in South Dakota.* Monthly. Prepared by the Division of Research and Statistics.

Includes information concerning the three special types of public assistance, general relief, WPA, FSA, commodities and food stamps, and child welfare services. Also includes interpretation of trends and special articles.

TENNESSEE. DEPARTMENT OF PUBLIC WELFARE. *Tennessee Public Assistance Statistics.* Nashville. Monthly. Prepared by the Division of Research and Statistics.

Statistical information on the three special types of public assistance, general relief, surplus commodities, the CCC, child welfare services, and service only. A summary

also includes data on the WPA, NYA, and on services for other agencies.

UTAH. STATE DEPARTMENT OF PUBLIC WELFARE. *Public Assistance in Utah.* Salt Lake City. Bimonthly. Prepared by the Bureau of Research and Statistics. (Discontinued with March-April 1941 issue.)

Data on the three special types of public assistance, general relief, surplus commodities, child welfare services, foster care, and other types of aid and service.

VIRGINIA. COMMISSION FOR THE BLIND. *Aid to the Blind Statistical Report.* Monthly.

A summary report on aid to the blind. Also includes news items.

VIRGINIA. DEPARTMENT OF PUBLIC WELFARE. *Public Welfare Statistics.* Richmond. Monthly. Prepared by the Bureau of Research and Statistics.

Data on old-age assistance, aid to dependent children, general relief, and welfare services.

WASHINGTON. DEPARTMENT OF SOCIAL SECURITY. *Public Assistance in the State of Washington.* Olympia. Monthly. Prepared by the Research and Statistics Office.

Data on the three special types of public assistance, general assistance, surplus commodities, the food stamp plan, the CCC, health services, services to children and the blind, and referrals and certifications to Federal agencies.

WEST VIRGINIA. STATE DEPARTMENT OF PUBLIC ASSISTANCE. *Public Assistance Statistics.* Charleston. Monthly. Prepared by the Division of Research and Statistics.

Includes information on the three special types of public assistance, general relief, surplus-commodities distribution, and services to children, adult physical rehabilitation program, veterans' services, the CCC, and other service programs. Also contains special articles.

WISCONSIN. STATE DEPARTMENT OF PUBLIC WELFARE. *Public Assistance in Wisconsin.* Monthly.

Data on recipients and payments for general relief and the three special types of public assistance.

*Wisconsin Public Welfare Review.* Quarterly. Prepared by the Division of Public Assistance, Research and Statistics Section.

Statistics on the special types of public assistance, general relief, surplus commodities, and the WPA.

## Reports of State Public Welfare Agencies

The following list includes the latest biennial, annual, or semiannual reports of State public welfare agencies received by the Social Security Board as of January 31, 1942. The present list includes only comprehensive reports published separately and, therefore, does not include summary articles or reviews appearing in periodical publications. The place of publication is given only if this information appears on the bulletin. Most of the reports are printed. If the report is reproduced by some method other than printing, the fact is noted. A list of statistical bulletins issued by State public welfare agencies appears in this issue also. For a list of special studies relating to public welfare programs, see "Special Studies in the Field of Public Welfare" and subsequent accessions, prepared by the Bureau of Public Assistance, Social Security Board.

The previous list of reports of State agencies was carried in the January 1941 issue of the Bulletin.

**ALABAMA.** DEPARTMENT OF PUBLIC WELFARE. *Annual Report . . . for the Fiscal Year October 1, 1939–September 30, 1940.* Montgomery, 1941. 84 pp.

**ARIZONA.** STATE DEPARTMENT OF SOCIAL SECURITY AND WELFARE. *Annual Report of the State Board of Social Security and Welfare and the Commissioner of the State Department of Social Security and Welfare . . . Fiscal Year 1940–41.* [1941] 33 pp. and tables. Processed.

**ARKANSAS.** DEPARTMENT OF PUBLIC WELFARE. *Annual Report . . . for the Fiscal Year Ending June 30, 1941.* Little Rock, no date. 56 pp. and table.

**CALIFORNIA.** STATE DEPARTMENT OF SOCIAL WELFARE. *Biennial Report—July 1, 1938 to June 30, 1940.* Sacramento, 1941. 97 pp.

*Expenditures for Relief and Some Welfare Programs by Federal, State, and County Agencies in California.* Sacramento, 1941. 32 pp. (Covers fiscal year ended June 30, 1940.)

**COLORADO.** STATE DEPARTMENT OF PUBLIC WELFARE. *Annual Report, 1940.* Published as: *Colorado State Department of Public Welfare Quarterly Bulletin.* Vol. 4, No. 4 (October–December 1940), 53 pp.

**CONNECTICUT.** OFFICE OF THE BOARD OF EDUCATION OF THE BLIND. No report received since last listing.

**CONNECTICUT.** OFFICE OF THE COMMISSIONER OF WELFARE AND PUBLIC WELFARE COUNCIL. No report received since last listing.

**DELAWARE.** MOTHERS' PENSION COMMISSION. *Annual Report . . . for the Fiscal Year July 1, 1940 to June 30, 1941.* No date. 6 pp. Processed.

**DELAWARE.** STATE OLD AGE WELFARE COMMISSION. *Report . . . for the Year 1940.* Jan. 28, 1941. 6 pp. (Covers calendar year.)

**DISTRICT OF COLUMBIA.** BOARD OF PUBLIC WELFARE. PUBLIC ASSISTANCE DIVISION. *Seventh Annual Report . . . July 1, 1940 to June 30, 1941.* Washington, no date. 21 pp. Processed.

**FLORIDA.** STATE WELFARE BOARD. *Third Annual Report . . . for the Period July 1, 1939–June 30, 1940 . . . With Reports of the Twelve Florida Welfare Districts.* [1940] 79 pp.

**GEORGIA.** STATE DEPARTMENT OF PUBLIC WELFARE. *Official Report . . . for the Fiscal Year July 1, 1939 to June 30, 1940.* Decatur [1940]. 264 pp. Processed.

**IDAHO.** DEPARTMENT OF PUBLIC ASSISTANCE. No report received.

**ILLINOIS.** DEPARTMENT OF PUBLIC WELFARE. No report received since last listing.

**ILLINOIS.** EMERGENCY RELIEF COMMISSION. *Biennial Report . . . Covering the Period July 1, 1936 through June 30, 1938.* Chicago [1939]. 250 pp.

**INDIANA.** DEPARTMENT OF PUBLIC WELFARE. *Annual Report . . . for the Fiscal Year Ended June 30, 1941.* [1941] 84 pp.

**IOWA.** DEPARTMENT OF SOCIAL WELFARE. *Annual Report . . . for the Fiscal Year Ended June 30, 1941.* Des Moines, 1941. 80 pp.

**KANSAS.** STATE DEPARTMENT OF SOCIAL WELFARE. *Report of Social Welfare in Kansas.* No. 4, 1940. (Covers calendar year 1940.) No date. 84 pp. and tables. Processed.

**KENTUCKY.** DEPARTMENT OF WELFARE. *Report . . . for the Biennial Period Ending June 30, 1939.* [1940] 66 pp. Processed.

**LOUISIANA.** DEPARTMENT OF PUBLIC WELFARE. *Third Annual Report . . . July 1, 1939 to June 30, 1940.* Baton Rouge, no date. 95 pp. and tables. Processed.

**MAINE.** DEPARTMENT OF HEALTH AND WELFARE. No report received.

**MARYLAND.** STATE DEPARTMENT OF PUBLIC WELFARE. *Twentieth Biennial Report . . . October 1, 1938–September 30, 1940.* [1940] 60 pp.

**MASSACHUSETTS.** DEPARTMENT OF EDUCATION. DIVISION OF THE BLIND. *Annual Report of the Division of the Blind . . . for the Year Ending November 30, 1940.* No date. 4 pp.

**MASSACHUSETTS.** DEPARTMENT OF PUBLIC WELFARE. No report received since last listing.

**MICHIGAN.** SOCIAL WELFARE COMMISSION. *Biennial Report.* July 1938–June 1940. Lansing, 1940. 149 pp.

**MINNESOTA.** DEPARTMENT OF SOCIAL SECURITY. DIVISION OF SOCIAL WELFARE. *Annual Report . . . for the Fiscal Year, July 1, 1940 through June 30, 1941.* No date. 45 pp. and charts and tables.

**MISSISSIPPI.** STATE DEPARTMENT OF PUBLIC WELFARE. *Third Biennial Report for the Period July 1, 1939 through June 30, 1941.* Jackson, September 1941. 64 pp.



- MISSOURI. STATE SOCIAL SECURITY COMMISSION. *A Biennial Report of the State Social Security Commission 1939-1940*. Jefferson City, July 1941. 134 pp.
- MONTANA. STATE DEPARTMENT OF PUBLIC WELFARE. *Report of the State Board of Public Welfare . . . for the Period Beginning March 2, 1938 and Terminating June 30, 1940*. [1940] 157 pp.
- NEBRASKA. STATE BOARD OF CONTROL. DEPARTMENT OF ASSISTANCE AND CHILD WELFARE. *Fifth Annual Report . . . Year Ended June 30, 1941*. Lincoln, 1941. 148 pp.
- NEVADA. STATE WELFARE DEPARTMENT. No report received.
- NEW HAMPSHIRE. DEPARTMENT OF PUBLIC WELFARE. *Twenty-third Biennial Report . . . for the Period Ended June 30, 1940*. Concord, no date. 67 pp.
- NEW JERSEY. MUNICIPAL AID ADMINISTRATION. *First Annual Report, July 1, 1940-June 30, 1941*. Trenton. [1941] 26 pp. Processed.
- NEW JERSEY. DEPARTMENT OF INSTITUTIONS AND AGENCIES. DIVISION OF OLD AGE ASSISTANCE. *The Administration of Old Age Assistance in New Jersey . . . Annual Report, Fiscal Year Ended June 30, 1940*. Trenton, no date. 28 pp.
- NEW JERSEY. STATE BOARD OF CHILDREN'S GUARDIANS. *New Jersey Cares for Its Children. Report . . . for the Fiscal Year 1939-1940*. No date. 36 pp.
- NEW MEXICO. DEPARTMENT OF PUBLIC WELFARE. *Biennial Report . . . July 1, 1938 to June 30, 1940*. Santa Fe, Dec. 31, 1940. 42 pp. and tables. Processed.
- NEW YORK. STATE BOARD OF SOCIAL WELFARE. *Social Welfare . . . Annual Report for the Year 1940*. Albany, Mar. 31, 1941. 39 pp. (Legislative Doc. (1941) No. 68.)  
*Triennial Report . . . for the period July 1, 1936-June 30, 1939*. Albany, July 1, 1940. 183 pp. (Legislative Doc. (1940) No. 75.)
- NORTH CAROLINA. STATE BOARD OF CHARITIES AND PUBLIC WELFARE. *Biennial Report . . . July 1, 1938 to June 30, 1940*. No date. 181 pp.
- NORTH CAROLINA. STATE COMMISSION FOR THE BLIND. *Biennial Report from July 1, 1938 through June 30, 1940*. [1940] 65 pp.
- NORTH DAKOTA. PUBLIC WELFARE BOARD. *Third Biennial Report . . . Period Ending June 30, 1940*. No date. 138 pp.
- OHIO. DEPARTMENT OF PUBLIC WELFARE. *Annual Report . . . January 1, 1939, to December 31, 1939*. Columbus. No date. 749 pp.
- OKLAHOMA. DEPARTMENT OF PUBLIC WELFARE. *Fourth Annual Report . . . for the Fiscal Year July 1, 1939-June 30, 1940*. Oklahoma City. [1940] 73 pp.
- OKLAHOMA. STATE BOARD OF PUBLIC WELFARE. No report received.
- OREGON. STATE PUBLIC WELFARE COMMISSION. *Public Services for Children in Oregon*. Portland, 1941. 76 pp. (Covers biennial period ended June 30, 1940.)  
*Report of Public Welfare in Oregon for the Calendar Year 1940*. Portland, 1941. 95 pp.
- PENNSYLVANIA. DEPARTMENT OF PUBLIC ASSISTANCE. No report received since last listing.
- RHODE ISLAND. DEPARTMENT OF SOCIAL WELFARE. *Annual Report . . . Fiscal Period . . . July 1, 1939 to June 30, 1940*. 1941. 89 pp.
- SOUTH CAROLINA. STATE DEPARTMENT OF PUBLIC WELFARE. *Third Annual Report . . . for the Period Ended June 30, 1940*. [1940] 96 pp.
- SOUTH DAKOTA. DEPARTMENT OF SOCIAL SECURITY. *Annual Report . . . for the period July 1, 1939 to July 1, 1940*. Pierre, no date. 25 pp. and tables.
- TENNESSEE. DEPARTMENT OF PUBLIC WELFARE. *Third Annual Report . . . Fiscal Year Ending June 30, 1941*. Nashville [1941]. 128 pp. Processed.
- TEXAS. STATE DEPARTMENT OF PUBLIC WELFARE. No report received.
- UTAH. DEPARTMENT OF PUBLIC WELFARE. *Second Biennial Report. July 1, 1938 to June 30, 1940*. 1940. 204 pp.
- VERMONT. OLD AGE ASSISTANCE DEPARTMENT. No report received since last listing.
- VERMONT. STATE DEPARTMENT OF PUBLIC WELFARE. *Biennial Report . . . for the Two Years Ending June 30, 1940*. No date. 200 pp.
- VIRGINIA. COMMISSION FOR THE BLIND. *Annual Report . . . for the Year Ending June 30, 1941*. [1941]. 35 pp.
- VIRGINIA. STATE DEPARTMENT OF PUBLIC WELFARE. *Annual Report . . . for the Fiscal Year Ending June 30, 1941*. Richmond, 1941. 133 pp.
- WASHINGTON. STATE DEPARTMENT OF SOCIAL SECURITY. *Public Social Services for Children*. Olympia, 1940. 32 pp. (Report of Division for Children for period Apr. 1, 1939 to Nov. 30, 1940.)  
*Report of the State Department of Social Security*. Olympia, 1940. 32 pp. (Covers period Apr. 1, 1939, to Nov. 30, 1940.)
- WEST VIRGINIA. DEPARTMENT OF PUBLIC ASSISTANCE. *Report of . . . July 1, 1940 to June 30, 1941*. Charleston, 1941. 34 pp. Processed.
- WISCONSIN. PUBLIC WELFARE DEPARTMENT. No report received since last listing.
- WYOMING. STATE DEPARTMENT OF PUBLIC WELFARE. *Biennial Report of . . . October 1, 1938-September 30, 1940*. Cheyenne, 1940. 28 pp.

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